DOCUMENT RESUME

ED 153 766 RC 010 480

TITLE Managing Education for Rural Development. Report of the Advanced-Level Workshop on Education for Rural Development (New Delhi, March 17-26, 1977).

INSTITUTION United Nations Educational, Scientific, and Cultural Organization, Bangkok (Thailand). Regional Office for Education in Asia.

PUB DATE 17 Mar 77

NOTE 76p.; APEID (Asian Programme of Educational Innovation for Development) Advanced-level Workshop on Education for Rural Development (New Delhi, India, March 17-26, 1977)

AVAILABLE FROM UNIPUB, Box 433, Murray Hill Station, New York, New York 10016 ($3.50)

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.

DESCRIPTORS Adult Education; Change Agents; Decision Making; *Developing Nations; Economic Development; *Educational Needs; Elementary Secondary Education; Extension Education; *Foreign Countries; Information Dissemination; Interagency Coordination; *Management; Needs Assessment; Nonformal Education; Preschool Education; *Rural Development; Teacher Education; *Workshops

IDENTIFIERS *Asia

ABSTRACT

Goals of a workshop bringing together 31 education and rural development specialists from Afghanistan, Bangladesh, Indonesia, the Philippines, Nepal, and India were to explore problems, synthesize experiences, and consider how to improve their programs of education for rural development. After giving individual country reports, participants formulated an overall plan for managing education for rural development: (1) make a total evaluation of a community's real and felt needs through base-line studies (needs included elementary schools in all communities, adult literacy courses, health and community centers, improved economic productivity, infrastructure); and indicate resources available with present modes of problem solving; (2) aim for preschool education, elementary schools with needs-based curriculums, secondary schools that involve regular students in environmental problems and integrate dropouts through extension, university teaching, research, and extension that supports rural development, nonformal education through all formal education institutions and mass media, training teachers as agents of change, and maximizing resources; (3) plan intra-agency coordination (specific actions proposed); (4) build interagency coordination on innovations discussed; (5) identify, train, and establish support patterns for change agents. Each country made a follow-up plan for education in their rural development programs. (RS)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED153766

APEID
ASIAN PROGRAMME OF EDUCATIONAL
INNOVATION FOR DEVELOPMENT

RC

Managing Education for Rural Development

Report of the Advanced-Level Workshop on Education for Rural Development New Delhi, 17–26 March 1977

U S DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY
Raja Ray-Singh
Dir, UNESCO Reg Offii
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC) AND USERS OF THE ERIC SYSTEM."

RC 01 0480

UNESCO
BANGKOK

National Staff College for Educational Planners and Administrators, New Delhi, India
Asian Centre of Educational Innovation for Development
UNESCO REGIONAL OFFICE FOR EDUCATION IN ASIA

APEID. Advanced-level Workshop on Education for Rural Development, New Delhi, 17-26 March 1977.
Managing education for rural development: report. Bangkok, Asian Centre of Educational Innovation for Development, Unesco Regional Office for Education in Asia, 1977.
71 p.

1. EDUCATIONAL ADMINISTRATION. 2. RURAL DEVELOPMENT. 3. EDUCATIONAL INNOVATION. I. Asian Centre of Educational Innovation for Development, Bangkok.

371.2
309.2

© Unesco 1977

Published by the Unesco Regional Office for Education in Asia
C.P.O. Box 1425
Bangkok, Thailand

Opinions expressed in this publication do not necessarily coincide with official views of Unesco. No expression of opinion is intended herein concerning the legal status or the delimitations of the frontiers of any country or territory.

BKA/77/RHRT/636-1500

C O N T E N T S

Chapter

I Introduction 1

II Exploration of Trends, Issues and Problems . . . 4

1. Highlights of National Workshops 4

2. Exploring Significant Innovative Thrusts . . . 17

III Synthesis of Experiences 20

1. Identification of the real needs of rural communities and their participation in rural development . . 20

2. Issues, problems and strategies in managing education for rural development . . . 23

3. Intra-agency co-ordination 27

4. Inter-agency co-ordination 28

5. Identification and development support of the change agent 35

6. Training of change agents 40

IV Follow-up: Suggestions Developed by the National Groups 41

1. Afghanistan 42

2. Bangladesh 43

3. India 45

4. Indonesia 47

5. Nepal 48

6. Philippines 49

V Annexes 51

1. List of participants 51

2. Officers of the workshop and composition of groups . 55

3. List of documents 60

Chapter I

INTRODUCTION

The Advanced Level Workshop on Education for Rural Development was organized jointly by the National Staff College for Educational Planners and Administrators, New Delhi, and the Asian Centre of Educational Innovation for Development (ACEID) of the Unesco Regional Office for Education in Asia, Bangkok. It was attended by teams from six countries, namely Afghanistan, Bangladesh, India, Indonesia, Nepal and the Philippines, and held at Vigyan Bhavan, New Delhi from 17 to 26 March 1977.

The main aim of the Workshop was to provide an opportunity to the participating States to formulate guidelines for strengthening their national capacities for managing innovative programmes of education for rural development through technical co-operation amongst them. The specific objectives were to explore trends, problems and issues, to exchange and synthesize experiences, and to consider how the on-going and proposed programmes of education for rural development in the respective countries could be improved through intra-agency and inter-agency co-operation and innovative educational programmes and approaches.

This Workshop was the final phase of a series of activities in the management of educational innovation for rural development. Firstly, a Preparatory Meeting was held in Indonesia from 24 to 28 August 1976 to identify major problems and issues and to prepare plans and guidelines for organizing National Workshops by the six participating countries involved, as well as for organizing the Advanced Level Workshop. Secondly, National Workshops in the participating countries were held on different dates between September 1976 and February 1977.

The documentation of the Workshop included the reports of the six National Workshops, working papers and case studies prepared by the participating countries on special themes, and other papers on relevant experiences in the Asian region.

Participation

The Workshop brought together 31 specialists and administrators concerned with education and rural development from six countries, including 4 from Afghanistan, 5 each from Bangladesh, Indonesia, Nepal and the Philippines and 7 from India, the host country. The participants represented diverse, disciplinary backgrounds and came from several of the agencies concerned with rural development in their respective countries.

Inauguration

The Workshop was inaugurated by Dr. M.S. Swaminathan, Director-General of the Indian Council of Agricultural Research. In the Inaugural Address Dr. Swaminathan mentioned the community development programmes and the village self-governing councils through which a useful economic infrastructure has been established in India. The impact of the infrastructure was not felt immediately because the input of technology was still to come. This technology, added Dr. Swaminathan, became available later in the form of high yielding varieties of seeds and appropriate crop production techniques and was effectively utilized by the people. It resulted in the Green Revolution. Dr. Swaminathan further remarked that there was no dearth of innovative ideas or programmes; the problem is to spread the principles and ideas which underly successful endeavours to much larger numbers of people and to institutionalize the process of innovation and renewal. (The paper from which the address was taken is included as an Annex).

Before the Inaugural Address, Mr. D.P. Nayar, the Workshop Co-ordinator welcomed the participants and expressed his appreciation to Unesco for asking the National Staff College for Educational Planners and Administrators to host the meeting.

Mr. A. Latif of the Asian Centre of Educational Innovation for Development (ACEID) welcomed the participants and thanked the Government of India and the National Staff College for Educational Planners and Administrators on behalf of the ACEID and Unesco for agreeing to host the Workshop. He also gave a brief account of the Asian Programme of Educational Innovation for Development (APEID).

The following were elected as the Office Bearers of the meeting:

Prof. M.V. Mathur	-	Chairman
Mr. D.P. Nayar	-	Co-ordinator
Mr. P.M. Kushkaki	-	Vice-Chairman
Mr. D.P. Gurung	-	Vice-Chairman
Mrs. F.G. Bernardino	-	Vice-Chairman
Mr. W.P. Napitupulu	-	Rapporteur
Mr. M. Nurul Haq	-	Rapporteur
Mrs. Maria L.V. Macatangay	-	Rapporteur

Methods of work

The Workshop, meeting in plenary session, discussed the highlights of the reports of National Workshops. This was followed by the preparation of reports by each national group separately on six themes of the workshop which are as under:

i) Issues, problems and strategies of managing education for rural development;

ii) Identification of the real needs of rural communities and their participation in rural development;

iii) Intra-departmental coordination and collaboration;

iv) Inter-departmental coordination and collaboration;

v) Identification and development support of change agents; and

vi) Training of change agents.

Upon completion of this exercise inter-country groups of the Workshop were established to reflect on the problems and issues in respect of the six themes and to synthesize their experiences. For six themes, three inter-country workshop groups were established and they were allotted two themes each; themes (i) and (ii) were allotted to Group I, (iii) and (iv) to Group II and (v) and (vi) to Group III. The reports of these groups were considered in the plenary. The inter-country groups met again and reviewed and revised their reports on the themes taking into account the discussions held, the suggestions made in the plenary, and the available case studies and background papers.

National groups were convened again to prepare reports on follow-up both at the national level and with respect to continuing inter-country collaboration on education for rural development.

At the concluding session a Valedictory Address was delivered by Mr. Kireet Joshi, Educational Advisor to the Government of India in which he stressed that a sense of fraternity amongst people was essential to provide a milieu for social and economic change which resulted in a better life for all, rather than just for an elite few.

The draft report of the Workshop was also considered and adopted with modifications.

Chapter II

EXPLORATION OF TRENDS, ISSUES AND PROBLEMS

1. Highlights of National Workshops

The leader of each country's team presented a brief account of the sharing of experiences at the National Workshop organized in the country. After each presentation other team members from the same country described programmes in more detail and the participants from other countries requested clarifications and discussed significant issues and problems with respect to the country's presentations. This section covers the important points made in the presentations and discussions.

a) Afghanistan

Afghanistan has a population of 17 million of whom 3 million are nomads. It is difficult for the educational authorities to reach all children of the scattered population particularly in the remote areas. There are not enough funds for education; as a result only 44% of the children are attending schools. There is, however, strong intentions and specific plans (some of which are now being implemented) to dramatically expand the number and quality of schools available.

A teacher generally travels with the nomads to teach the nomads' children. Dormitories have also been constructed for a portion of the children of the nomadic population but this is very costly.

There is not much voluntary effort in Afghanistan and at the village level so far there are no indigenous institutions which can participate in educational programmes.

About 85% of the population live in the rural area and education should meet the needs of these people.

There is often lack of co-ordination among different agencies. A primary reason for this is the lack of communication between different development agencies which results among other things in much duplication of work. The National Workshop was a most valuable experience in so far as it brought together representative of all the agencies concerned with rural development and made them aware of each other's programmes, problems and accomplishments. It was an extremely important first step.

The Rural Development Agency works side by side with the Ministries of Education and Agriculture. The agency does not have sufficient technical expertise in different fields and, therefore, can only help the other ministries in limited ways at an initial stage of programming.

Afghanistan was of the view that education for rural development could succeed if the following were accomplished and contributed:

i) teacher competence in handling projects;

ii) sufficient financial support; and

iii) the involvement of the people.

Discussion

During discussions, the following observations were made:

i) When the Ministry of Education, Health, or Agriculture cannot respond to the needs of a particular village, the Agency for Rural Development steps in and assists. Since the Education Department does not have a representative in every village, the Agency for Rural Development often steps in and fills the gap and later on obtains the co-operation of the Education Ministry.

ii) College graduates contribute very little to rural development programmes. On completing their studies, they were generally inclined to work in the cities.

iii) Non-formal education was provided through radio (use of television has been planned) in programmes relating to agriculture, family planning and other development topics.

iv) The social and economic status of the rural teacher was so low at present that he has very little role to play in rural development.

v) Education in Afghanistan is too centralized; but decentralization can be introduced only when capable teachers, who can relate education to local needs, are available.

b) Bangladesh

During the presentation of the report of the National Workshop on Education for Rural Development held in Bangladesh the Bangladesh team emphasized the leadership provided by elected representatives of the community in co-ordinating the various development projects. It was also pointed out that previously not much attention was directed towards training teachers to impart agricultural education in schools. It was only in recent years that this change has been brought about. A matter of concern was to fully utilize existing, available resources for agricultural education in schools.

Reference was made to the need to give higher priority to the introduction of agricultural education in rural schools, the provision of better facilities for agricultural education, and more opportunities for non-formal education.

The need for more follow-up action by the Ministry of Education in rural development projects was expressed.

The Village Social Worker Programme which has been in operation since 1974 was described. It has focussed on hitherto by-passed groups of people including women, out-of-school youth and the landless workers. Two village social workers - one male and one female - are assigned to a Union. They are required to live in the community and identify needs, projects and local resources. They organize Mothers' Clubs, Youth

Clubs etc. They organize basic training for the people to enable them to earn a livelihood in their own locality. They discuss with the villagers the importance of signing certain documents and stimulate the motivation to read and to be more competent in handling one's affairs.

It was stated that there was growing awareness in Bangladesh that the authentic involvement of the people, from the planning of projects to their implementation, is the key to success in rural development.

Discussion

The following points were made during discussions:

i) The co-ordination of programmes should not be left exclusively to the governmental agencies.

ii) Everyone in Bangladesh knows Bengali and, therefore, the country did not face the problems arising out of the multiplicity of languages which exist in the other participating countries. Even though a great deal of learning material has been prepared in Bengali, however, it is not sufficient for the people's needs and for development purposes.

iii) Co-ordination of various development programmes was often difficult, but every effort was being made to secure the co-operation of different development departments. Co-ordination was promoted at both the national level and at the local levels, with particular emphasis on integrated development at the Thana level.

iv) A good start has been made in training rural health workers, especially women. A promising start has also been made in promoting population education.

v) The youth organizations are involved in all development programmes but especially in promoting cottage industries.

vi) The expansion of the people's awareness to derive maximum benefit from development programmes, and to inspire co-operative effort in the implementation of development programmes are key elements of a new development strategy. Loop-holes and inter-departmental problems are receiving attention.

vii) A new role for teachers is being incorporated into educational and development planning which emphasizes agriculture as a major aspect of the curriculum. School teachers also render assistance in programmes of national development such as building roads, disseminating health information etc.

viii) Existing physical facilities such as local schools and youth clubs are also used at appropriate hours as centres for women, youth and other workers. The government is also offering grants for additional construction, but expects the people to provide land, labour and other resources for the development agencies.

ix) The training programmes for rural social workers lasts for three months during which basic information regarding development work is communicated to them. Subsequently, every opportunity is utilized for further on-the-job training.

x) The resources of the various department are being pooled to assist in development projects; agriculture and other departments, for example, are supporting educational programmes in the schools.

xi) While earlier emphasis was placed only on formal education, efforts are now being made to develop an educational component of some sort for all development programmes.

During the discussion it was also made clear that people were encouraged and assisted to rely more and more on their own efforts so that while they could take advantage of government agencies, the initiative should basically come from them.

c) India

Significant economic and social development has taken place in India since independence. Of course, the development process has been marked by some failures but these can become a source of learning and future effectiveness if they are reviewed and evaluated properly. Generally rural development has lagged behind other segments of the society. This is partly due to the fact that in the process of rural development the total socio-cultural and economic milieu has not always been taken into account. Agricultural development, by far the most important dimension of rural development, however, cannot take place in isolation. So far as the educational system of the country is concerned, it has not been supportive of development; rather it has been competitive and exploitative of human resources for self-serving ends.

The recommendations of the National Workshop, considering the conclusions noted above as well as others, centre on the following five major needs: (i) identification of areas of injustice in the socio-economic system and removing them; (ii) educating people to make them aware of their rights and duties as well as of the existence and nature of the organizations which will allow their effectiveness exercise; (iii) education of the people about the meaning and significance of rural development programmes and creating opportunities for them to practice and enhance relevant skills and attitudes; (iv) identifying potential leaders (committed to the service of their fellow beings) through the formal and non-formal system of education; and (v) evolving procedures and structures to ensure co-ordination and co-operation among the various agencies involved in the process of rural development.

Reference was made to the importance of the formal system of education in rural development. So far as elementary education was concerned, the need to link the curriculum with the environment for socio-economic and padagogic reasons was emphasized so that those who went to school remained in the rural areas and contributed to rural development. One way migration of talents from rural to urban areas can be stopped successfully.

With this objective in view, work experience should be made an integral part of the curriculum at the elementary stage and local resources for tackling local problems should be more fully utilized. The teaching methodology should be oriented to a problem solving approach. Additionally, provisions need to be made for school dropouts.

The linkage with the environment envisaged at the elementary education level through work experience should be expanded at the lower secondary stage to include areas beyond the local school. As for those pupils who had joined their parents' occupations after elementary stage were concerned, the school could provide continuing education for them in co-operation with other extension agencies in order to enable them to play a leadership role as, for example, skilled farmers and artisisans. The school could also arrange to give drop outs a second chance to slip into the formal educational system if they so desired. The main objective with respect to secondary education was to prepare the youth for different vocations in the rural environment. This necessitates a proper study of manpower needs and vocationalization of courses in the context of the rural areas.

The role of higher education in the process of rural development needs to be studied and redefined. In this connection mention was made to an important recommendation of the Indian University Education Commission (1949) to establish Rural Universities and to a number of other Indian experiments to link higher education with development including Rural Institutes, Planning Forums, the National Service Scheme and Agricultural Universities. The role of Indian Universities in research and extension work for rural development is prominent. Also consequential are Nehru Yuvak Kendras for mobilization of non-student youth, the use of communication media which involves a multi-media approach, and the voluntary organizations involved in rural development. It was suggested that financial assistance be extended to voluntary organizations for specific projects only.

It was concluded that in India there was still insufficient social, political and economic pressure to redress the priorities of society in favour of rural development and to gain larger measures of support for these ends. Therefore, dynamic pressure groups of various constituencies in support of rural development need to be created.

A brief history of agricultural education in India and Agricultural Universities (which enjoy autonomous status) was presented. The University Grants Commission, the Indian Council of Agricultural Research and state governments link the universities together and with other appropriate institutions. Two agricultural universities, the Agricultural University at Pantnagar and the Agricultural University at Ludhiana have made special contributions to the advancement of agriculture. With great attention to detail and effectiveness these universities have gotten feedback from the field and based on that feedback revised and reoriented their programmes. This is an major ongoing aspect of their operations. National demonstrations are organized by the agricultural scientists of these universities as well as others for the benefit of extension workers and progressive farmers. The need to introduce agriculture at the primary

and secondary levels as a part of work experience in rural areas was stressed. At the higher secondary level it should be introduced as a vocational alternative.

"Krishi Vigyan Kendras" (Farmers Science Centres) are considered to be an important element in the agricultural education system and exist in all parts of the country. They do not award any certificate but they motivate farmers to use the modern agricultural technology.

Discussion

The major issues of discussion are noted below.

i) Agricultural education in India does not operate under the jurisdiction of the Ministry of Education. By linking it with the Agricultural Ministry it was possible to get more funds for its advancement from a variety of sources. In all other respects agricultural education is a part of the educational system.

ii) Community involvement in non-formal education programmes and in other programmes for rural development is accomplished by giving representation to the people on various Advisory Committees. Furthermore, the direct participation of community people and local experts is sought in the operation of non-formal education programmes. The choice of work experience in these programmes is made in consultation with community members; they may decide, for example, to learn about and actually plant improved varieties of wheat and potatoes or cultivate mushrooms or use cactus fibre for local benefit. Delegation and decentralization of authority are general strategies used for involving community people in programmes for rural development.

iii) Non-formal education centres in India are mainly intended for those who never attended school or for those who have dropped out without completing the elementary grades. The drop outs belong to different ability groups and they can be spared by their parents for schooling at different times. Most frequently they are not able to return to a formal educational programme. Students in the non-formal system spend less time in the classroom and more outside.

iv) Voluntary organizations working for rural development are very important in India and it is hoped to widen even further the scope of their operations in the future. Some degree of dependence of voluntary organizations on the government is appropriate and inescapable because of the necessity of continuity, credibility and stability of such organizations. In India emphasis in the voluntary sector has been shifted from the construction of infrastructure (schools, dispensaries, rural health centres, etc.) to the expansion of the abilities and skills of people and groups of people. Another trend in

the Indian situation is that more and more professional people working for voluntary organizations in the rural areas are demanding that they should be paid for their services rather than giving it for free.

v) The potential of vested interests at the local level to capture resources or opportunities for development for their own narrow purposes must be neutralized. Existing pressure groups of weaker sections of the community which have gained solidarity and have the ability to compete in the public arena may be a partial remedy to this problem. New pressure groups representing the interests of the majority are also needed. They may be labeled as "social action groups", "vocational groups", or "cohesive interest groups" among others.

vi) If the skill training and curriculum of the non-formal system of education for drop-outs and others was introduced into the formal system of education it is believed that the percentage of absenteeism, drop outs and other signs of educational wastage would diminish dramatically.

d) Indonesia

More than 80% of the people in Indonesia live in villages. A large majority of these people are illiterate and poor. Some of the main points of the discussions which took place at the Indonesian National Workshop are as follows: 1) a definition of education for rural development; 2) man as the subject of development with emphasis on creating responsible and productive citizens; 3) further expansion of the socio-economic infrastructure and its optimal utilization; 4) training human resources; 5) making use of existing rural institutions and organizations; 6) building additional organizations; and 7) harmonizing resources and programmes so that a general pattern of activity may be developed relevant to Indonesia as a whole. The National Workshop recommended that there should be greater acceptance of the necessity to use the environment of the local school as the primary resource for learning and increasing economic productivity. These resources include water, earth, air, sun, flora and fauna.

Co-ordination and synchronization in the planning and implementation of educational programmes for rural development was also a major focus of attention for the National Workshop. Problems and weaknesses of institutions/organizations, and man as a learning resource were identified, discussed and listed.

Problems discussed include: 1) a lack of openness and receptivity to change; 2) a tendency of prestigious institutions and skilled workers to be ego-centric and self-interested; 3) ignorance and lack of sensitivity of institutions and skilled workers to the real needs and interests of the communities of which they are a part; 4) a conservative orientation of many institutions; 5) differences in perceptions between government field staff workers and the rural people; 6) under-utilization of workers in the field and rural institutions; 7) inconsistency in the design and application of operational guidelines for implementing educa-

tion and development programmes; 8) lack of appreciation of the necessity to maintain time schedules in the implementation of programmes; 9) limitations in the human and physical resources of social institutions; 10) lack of experience and skills of rural people in managing community development programmes; 11) low initiative of rural people and an orientation to government assistance rather than to self-help.

Discussion

The major topics of discussion which followed the presentation of the Indonesian National Workshop report are briefly noted below.

i) Outsiders are needed to come into rural areas to stimulate the formation of pressure groups for change and development. This is one of the roles played by full-time volunteers in Indonesia.

ii) Full-time volunteers are given approximately two months training including practical work in a rural area. They are always in the company of other change agents who are connected with the training programme and development work. Initially in the full-time volunteer programme drop-outs amongst volunteers were as high as fifteen percent; through better selection procedures and training the figure has been reduced to four to five percent. It is an objective of this programme that the volunteers train village people in leadership and that when it is necessary for the volunteer to leave for whatever reason, the people are able to carry on themselves.

iii) Training is mandatory for three types of Indonesian volunteers, long term, full-time volunteers (BUTSI), short term, full-time volunteers (KKN), and long term or short term volunteers on a part-time basis (KEJAR). Training is conducted at learning centres at the national, provincial, district and sub-district levels of the country. The volunteers trained are known as tutors. Women are also selected and trained as tutors, particularly those whose husbands are highly educated.

iv) Universities in Indonesia have three functions, namely, education, research and community service. In the case of agricultural universities, the community service function includes the training of extension workers.

v) The Indonesian government attempts to offer communities a package of aid which includes the creation of employment opportunities, raising production and distributing resources among the various sectors of the population, with the poorest people getting the highest priority.

vi) The Indonesian satellite will be used not only for general communication purposes but also for the dissemination of knowledge about modern agricultural technology, small scale industry, non-formal education, and other information dissemination objectives related to development.

vii) In Indonesia the democratic participation of the local people is sought in community development programmes. Attempts are being made to bring together the formal type of leadership (outside change agents) and informal leaders (local change agents).

e) Nepal

Nepal prepared for the National Workshop by creating a Preparatory Committee of officials from the Departments of Health, Education, Agriculture, Family Planning and others and sent them to live in a typical Nepal village for seven days. They observed village life, studied the needs and resources for development with the local people and reported back. This was judged to be a very valuable experience by the Nepal officials and it was considered by the participants to the Advanced Level Workshop to be a serious and innovative step. The officials discovered that the language of the Nepal radio was often not intelligible to the villagers, in Nepal scarce resources have been allocated to utilize the radio for development purposes. Through this experience the officials also expanded their appreciation of the intensity and nature of discrimination against women and they noted the extensive resistance at the village level to change which appears to be imposed by outsiders.

The National Workshop was attended by 45 participants representing the different development agencies in the country. Several papers were presented on the role of women in development, education and rural development and related topics.

In 1952 a programme of integrated rural development was introduced in Nepal. Under this scheme various development programmes were implemented in a somewhat co-ordinated manner under the supervision of the Block Development Officer. The impetus of this programme dissipated over time, however, and a tendency developed for each department agency to function in isolation from the others and with insufficient contact with the realities of life in the rural areas. The Panchayat Development Officer at present has only minor responsibilities. The process, however, is being reversed again and the government desires to integrate the various development projects at the local level and, therefore, derive maximum benefits.

Discussion

Key points raised during the discussion of the Nepal report are enumerated below.

i) The Nepal Development Plan is not merely an aggregate of local plans. The local plans are evolved in the light of national perspectives in order to reduce the incongruency between the goals of planning at the national and local levels. The primary guideline from the national government is that all plans should aid in enhancing the quality of the lives of the people, particularly the poorest. The local plans are prepared and implemented in accordance with this,

and other guidelines and the details worked out in the light of local needs and resources. One technique of evaluation of development planning in Nepal is "impact monitoring" as the plan is being implemented, rather than waiting to evaluate at its conclusion.

ii) Financial incentives are offered to development officials if they will accept placement in remote, rural areas.

iii) It is the belief of the government of Nepal that no development is possible without educating the people and, therefore, every development programme has its educational component.

iv) The political area of the village is quite large but the sociological area is quite small. The Panchayat at the political level consists of village representatives and the village plans are evolved in the light of discussion and consensus reached there.

v) In a typical Nepal village which is part of a development programme there is usually a secondary school and teachers and students engaged in a variety of community development work. They may spend two hours in the afternoon teaching literacy. They may also assist in skill development, sanitation, preventative health programmes, first aid service, and in the distribution of medicines for common ailments. The enrichment of skills in agriculture is particularly emphasized in the Nepal rural development scheme and indigenous skills, knowledge and practices are fully taken into account and utilized.

vi) In the National Development Service all Nepalese post-graduate students are required (obligatory service) to live and work in a rural village for ten months after the completion of the first two semesters. A student may not graduate without successfully completing this programme. Before departing for the village students are given intensive training for two months. Most of the students serve as school teachers but they also prepare village profiles and assist in other development work such as the planting of seedlings and the digging of irrigation ditches. The students receive a minimum, subsistence allowance which is less than the salary of a regular Nepal teacher.

There was some initial resistance from parents to the participation of their sons and daughters in the Nepal Development Service Programme. Through good organization, dialogue with all the parties involved and a spirit of service to the mass of people of the country, the resistance has been altered and re-directed into a strong base of popular support. Students stay in areas far distant from their homes and on the whole have indicated deep satisfaction with their experience. (It is not permissible to do National Development Service in one's home village). Professors from the universities, among others, supervise the activities of the students and keep records of work progress.

vii) The 'Back to the Village National Campaign' is different from the National Development Service programme. The 'Back to the Village National Campaign' is a political programme and is aimed at ushering in a political atmosphere in the country which is more conducive to economic development. This amended programme ensures greater accountability of members of Panchayats to their electors and requires them to spend a considerable part of their time in the villages.

f) Philippines

The primary focus of the Philippines Workshop on education for rural development was on the Youth Civic Action Programme (YCAP) and how the various ministries of the government could co-operate and collaborate to make it more effective in bringing about rural development.

YCAP involves all elementary, secondary and higher education students. In elementary and secondary schools every teacher in charge of a class and every teacher of a subject in a department is responsible for implementing the programme in connection with the subject she teaches. As much as possible the teacher plans her lessons in such a way that civic action activities/projects and other meaningful experiences such as the practical application of learnings come in naturally. Lessons may either be structured around community problems or they may culminate in civic action projects/activities which contribute to community development. The community is thus a laboratory for testing and applying classroom learning. It is desired that every pupil be engaged in civic action work in the community at least once a week with his class or special group.

A Youth Summer Civic Action Programme for third year college students, a prerequisite for graduation, has been held every school year beginning with the summer of 1973. For five weeks of one summer, the specific dates to be decided by provincial and city committees, students go to rural areas and work on development projects which relate to their major fields of study or which can make maximum use of their special talents or interests.

The Workshop considered in detail the various ways in which the YCAP could be strengthened. Fifty three representatives from different development departments were involved. Resource speakers and participants ranged from Ministers, Assistant Minister, Bureau Directors, Regional Directors, and Division Chiefs.

A brief account was made of the results achieved at the Workshop. The Workshop brought together representatives of fifteen government agencies and made them more aware of the opportunities to organize and co-ordinate government services to allow for the participation of students in community development. Strategies for co-ordination and co-operation of the different agencies were discussed. The philosophical framework for rural development and YCAP was also reviewed and clarified. Most importantly the specific, practical ways that the agencies could help one another and support YCAP were spelled out and agreed upon.

In the Philippines councils at the national, provincial and local levels represent the different government departments involved in rural development and provide guidance with respect to student participation in YCAP projects. YCAP projects are of many kinds including the spread of literacy, population education, environmental control, teaching skills needed for social and economic uplift of the villagers, and nutrition education. In addition to the specially identified development agencies, other government agencies provide printing support and transportation for YCAP. In the near future students who participate in the YCAP will also be given insurance coverage against any accident or illness which occurs during the period of YCAP service. The premium for this insurance will be paid for by the government. The necessity for additional training for YCAP employees is also being considered and new programmes are currently being developed.

The YCAP is integrated into the Philippines Development Plan. The National Economic Development Authority in co-operation with other elements of the government and people's organizations lays down priorities at the national, regional and local levels. The regional and other local organizations work within the framework of these guidelines. The YCAP aims at the evolution of a new leadership from among the people themselves. While the political authority is keen to transform radically the socio-economic conditions of the people, it realizes that it also has a great deal to learn from them.

Discussion

Noted below is a summation of the main issues discussed upon the conclusion of the report of the Philippine team.

i) The YCAP is still at an experimental stage. The time per year spent by students at the elementary and secondary level may not be optimal. This question, others and the programme as a whole are being subjected to on-going review and evaluation.

ii) YCAP programmes are developed in consultation with local leaders. The presiding officer of a local government council, for example, might ask for a group of students from nursing and medical schools to come to certain villages. These persons might offer on the spot medical assistance to the villagers. Side by side with village people the nurses may also assist in surveying medical needs, in introducing innovative ways to solve sanitation problems and in actually helping people to clean up uncollected garbage etc. Similarly, engineering and agricultural students are used for jobs for which they possess special knowledge and skills, although at the same time as is the case with any student, they also learn from the rural people who in many ways are ingenious in dealing with difficult problems. Manuals and guides are being prepared for YCAP supervisors and these will be helpful in programme planning and implementation.

iii) At all stages of the YCAP an information, development support, communication strategy and component is planned and implemented to make YCAP co-ordinators, participants and the general public aware and interested in YCAP and willing to actively support it.

iv) There is an additional Philippine leadership programme involving selected young people the objectives of which are to enable them to return to the rural areas and to contribute to social and economic development. Through the creation of growth centres in the rural areas this programme seeks to stem the migration of young people from the barrios to the urban areas. Simultaneously, there is now considerable interest to strengthen the Human Settlement Programme and to improve living conditions in urban areas.

v) The government has programmes and policies to teach the people about the New Society and to learn from them as well. Enlightenment or information teams composed of the heads of different development departments travel to remote villages, particularly the most depressed ones, to bring information to the people about government concerns, intentions and programmes. The teams bring feedback from the people to higher leadership within the government and every attempt is made to maintain a creative dialogue with the people and to elevate the quality of government service to them. The ultimate objective is to assist the people to become as self-reliant as possible and in this regard co-operatives are playing an increasingly important role.

vi) Non-formal education is one part of the educational strategy to support rural development. Agricultural extension workers are trained to work with farmers and agricultural workers and through non-formal educational activities grain, fruit, vegetable, poultry, livestock and fish production all have been significantly increased. The Philippine radio is a powerful vehicle for non-formal education.

vii) Work education emphasizing the dignity of labour is compulsory in all elementary schools. In the higher grades agriculture and industrial arts are offered to the boys while the girl's curriculum includes home economics. At the high school stage which consists of four years, a large number of students opt for vocational courses during the last two years. Some high schools in the rural areas provide special agriculture and village industry programmes. At the universities professors are engaged in extension work with the farmers and industrial workers. Also special Open Door Schools have been organized for farmers and they offer especially designed six month courses.

2. Exploring Significant Innovative Thrusts

During one session the participants meeting in plenary discussed in depth some of the innovations which were of special interest to the individual members of the several national groups. Noted below is a summary of the dialogue.

a) The Development Academy of Comilla district in Bangladesh is a pioneering institution committed to the rural development of that area and to finding new and more effective ways to bring about development. A number of exciting experiments have been started by the Academy and have aroused the interest and participation of the local communities. The Academy has also worked out a conceptual framework to guide the introduction of new ideas and new approaches for modernization.

b) Land reform in Bangladesh and its limited effectiveness as socio-economic policy has to be understood in historical perspective. During the British colonial period and the British programme for the permanent settlement of Bengal the Zemindari landlord system was established. After independence the Zemindari system was abolished and 33 acres was the maximum that any one family could own. Surplus land due to this reform reverted to government ownership and was redistributed amongst the landless. As the quantum of cultivable land was limited, redistribution of land on a large scale among the landless was not possible. Only 0.1 million acres of land could be redistributed to the landless who constituted about 40 per cent of the total population. Efforts to reclaim land have not met with much success so far. Even if the land ceiling was reduced from 33 acres to 7.5 acres, which is considered to be the smallest productive unit, a large number of people would still remain landless. Another problem in Bangladesh is that 25 per cent of the land is in the hands of sharecroppers. Since the landless have no ownership rights or prospects they are not encouraged to use modern inputs and to raise productivity. Bangladesh has a large credit programme for small farmers owning 2.5 acres or so of land.

c) The Bangladesh Rural Development Programme (IRDP) was started in 1971. Initially an extension element in this programme was lacking but it has always been supported by some extension work. Thana Training and Development Centres (TTDC) have been formed to give intensive training to the leaders of co-operatives. In Bangladesh training and extension programmes are perceived to be of very great importance, yet there is a continuing problem of co-ordination and collaboration between the different agencies engaged in this work.

Changes in the values, attitude and skills of rural people in Bangladesh is a higher priority than building an economic and social infrastructure. Unless the attitudes of the rural people are changed no continuing, lasting development can take place in the rural areas. It is imperative that the potential of man is cultivated through a kind of education which leads to his own development and which in turn results in the development of the countryside. There is a need to adopt an interdisciplinary approach to rural development. Rural development demands that an inspiration for change among the people be engendered and that the new willingness to work and sacrifice be strengthened and channeled

properly for the good of all. The objectives of community development must be precisely defined and lead immediately to one result, a higher standard of living for the masses.

d) In the 'Back to the Village National Campaign' in Nepal training is arranged for political leaders at the village, district, zonal and national levels. All members of the National Panchayat are required to work in the villages for at least six months. Apart from the political leaders, for whom it is mandatory to serve in the villages, civil servants are also sent to help the local leadership in the process of rural development.

e) For the time being the requirement of Nepal civil servants from headquarters to work in rural villages has been suspended. It has been proven, however, that their occasional absence does not affect the quality or amount of official work.

f) In the 'National Back To the Village Campaign' the political leaders are expected to assess the needs of the villages in matters of cleanliness, family planning, agricultural production, and to devise action programmes in co-operation with the villages to meet the most important problems. They are urged to tap the resources of the community and encourage its active participation in the planning and implementation of action programmes. On the basis of their performance and commitment to the service of the village people the political leaders are evaluated and support given or withdrawn for the next election. The 'National Back to the Village Campaign' is only one year old and the modalities for its implementation are still in the process of formation. Committees have been established at the village, district, zonal and national levels to plan and execute this campaign.

g) At the village, district, zonal and national levels in Nepal, Panchayats or councils are elected to help in development work. In addition to the Panchayats there are other agencies such as co-operatives and schools in the villages which are also involved. The village Panchayats have been largely defunct for a long time but are once again active since the recent amendments to the Constitution.

h) In Indonesia planning boards have been set up at the national, state, district and sub-district levels. At the village level social development committees have been created. Village level agencies have been set up for development purposes in Bangladesh at the grass-root level.

i) University agricultural scientists in India work to create confidence among extension workers and progressive farmers through national, pilot demonstrations. The agricultural university at Ludhiana was initially providing subject method specialists at the district and university headquarters for training purposes. But the policy of sending agricultural scientists to perform training functions in the field has been discontinued. In India agricultural extension work is always backed by findings of research studies. In fact research has been widely accepted as one of the most important functions of universities in this country.

j) The Domestic Voluntary Service of the Philippines and YCAP have the same objectives while the former is concerned with international development problems.

k) The interests of students of the YCAP of the Philippines are kept in view while selecting them for work in the villages. The students are given training before they are sent to the villages, for example, in the language of the village concerned so that the students can communicate effectively. Students are also selected for work in the villages on the basis of their field of specialization. Engineering students are involved in the building of the economic infrastructure including construction of roads, bridges, and water works. The literacy campaign, however, is an activity for which students are selected and trained irrespective of their field of specialization. A lottery system is also used for selecting students for work in the rural areas under the YCAP. In the absence of the lottery system there was a likelihood of their being assigned to their home provinces.

l) The Barangay is the smallest and lowest political unit in the Philippines and was formerly known as the Barrio. A Barrio Council is authorized and formed to raise taxes and use a portion of these revenues for local development. The Barangay Council has some salaried employees who are paid from the tax money. At present the Barangay is the vital political unit of the government at the village level which directly reports to the Office of the President. The breakdown of political units in the Philippines and their number is noted below.

Provinces	-	73
Cities	-	71
Municipalities	-	1,500
Barangay	-	33,000

The heads of the provinces and the cities are called Presiding Officers while the heads of the municipalities and Barangay are called Captains. A Barangay is not only a political unit but is also a social and economic unit.

Chapter III

SYNTHESIS OF EXPERIENCES

Following discussion on the National Workshop reports and the case studies prepared by the participating countries on selected innovations, the Workshop divided itself into six national groups. Each group examined the six themes of the Workshop, addressing itself to three tasks in respect of each theme, namely:

i) Problems, issues and relevant government policies;

ii) Significant experiences of the country which have a transfer value; and

iii) Significant innovations presented in other countries' reports and in their oral presentations which were of interest.

Reports covering the deliberations and suggestions of these groups were circulated.

Each national group then divided itself into the three inter-country small groups; and each group prepared a synthesis of experiences on two of the six themes of the Workshop. The documentation for this exercise consisted of the reports of National Workshops, special theme papers contributed to the Workshop by different countries, several case studies of innovations in the participating countries and the aforementioned reports of the national groups.

In the course of its work each inter-country group of the Workshop held discussions among themselves and, between meetings consulted with the members of other groups on different aspects of the themes under its consideration. The reports prepared by these groups were presented at the plenary. Thereafter, the groups met again and reviewed and revised their reports in the light of observations and suggestions made in the plenary. The syntheses of experiences covered in this section are based, therefore, on contributions from the entire Workshop and for its duration.

1. Identification of the real needs of rural communities and their participation in rural development

The identification of the real needs of rural communities for education-rural development planning includes an inventory of the existing and potential resources, economic as well as social. To the basic needs of food, clothing and shelter, spiritual as well as cultural needs are added. Because of these an inventory of the resources also includes the values and aspirations of the community. All these go into the baseline research and studies which are subjected to analyses and evaluation so that appropriate strategies, priorities, programmes and projects can

be formulated, integrated and coordinated in a rational manner in accordance with the values and aspirations of the rural community and in pursuit of national objectives. The identification of the needs of a rural community requires the participation of community members. Through a variety of communication channels, the peoples' participation in decision making processes is made important and is expanded. The role of education for rural development includes the inculcation of civic responsibility, discipline and a spirit of hard work in the rural community.

Education for rural development implies the changing of social-cultural values and the introduction of new skills, new mores and sometimes also new institutions. The real needs of the rural communities are really not difficult to identify. Felt needs, however, can be identified only in consultation with the people. Only then can participation and involvement of people be assured. Action is an integral part of participation which is possible when the rural people realise that their experiences, skills and wisdom are taken seriously by the planners, the professionals and others. The government policies should be formulated and implemented in a spirit of social justice so that all members of the community, particularly the weaker ones, will get their due share of government investment. Attempts should be made to meet needs through maximization of self effort plus the resources available from governmental and non-governmental agencies.

Some of the needs as identified by the group are as follows:

a) In all communities elementary schools need to be established. If the number of students are small one room schools should be organized. If for some reason or other the building of schools is not yet possible due to financial and manpower constraints, then some form of basic non-formal education programmes must be started.

   Functional literacy courses as part of basic education should cover all adults in the rural areas. Minimum functional knowledge or information, skills and attitudes conducive to development must be aimed at, helping those who have not gone to schools and the drop-outs from elementary schools.

b) Health centres are needed in every local district. Such health centres should be in close proximity to the people and village health workers must be available to each village. The health centre should also play a significant role in health education by providing the people with health information and services which will improve the health standards of the community. In this regard the provision of pure drinking water in the rural areas and the training of people in the utilization of drinking water must also be the responsibility of the health centre. Further, the people of the village should be trained in the field of sanitation and the care of refuse disposal. The health centres should also help in the implementation of family planning and population education programmes.

c) Community centres are necessary for the training of change agents, village workers and the participants of the adult literacy programmes. Village councils should manage the centre. Extension workers should utilize the community centre, especially in helping the mother-child care activities and other programmes for the improvement of the rural communities such as housing development, the development of communication channels, the promotion of sports and recreational activities etc.

d) There is an urgent need to improve the economic productivity of the rural people in order to generate additional resources. This will build up the confidence of the rural community and give them resources for satisfying their felt needs. Co-operatives should be established for financial growth. The utilization of improved technology both in agriculture and in the promotion of small and medium scale trade and industry should also be done to ensure income generating activities in the rural areas. The improvement of the productivity level in agriculture is very much needed, and there is feverish activity in Asia with respect to the use of new seeds varieties, irrigation, fertilizer, pesticides and improved agricultural practices. Limited natural resources must be used judiciously and wisely.

e) The rural areas need roads, bridges and other infrastructure, such as electricity. The roads play a very important role in bringing the products to the market and electricity has multi-purpose effects in the development of rural areas.

Mechanism for identification of needs

In order to identify the real needs of the community it is essential to conduct base-line studies. The process to be adopted for base-line studies may include asking questions, making observations and establishing good rapport with the groups through talking with them and participating in their activities. The data derived through such procedures after processing and analysing, gives the basis for the identification of the activities of the rural people which will respond to the real needs of the rural communities. The base-line study should consider population patterns and family planning, socio-economic conditions of the community, health habits, educational status, social services, utility services, marketing facilities, cottage industries and other infrastrucutre. Various sectoral departments and agencies operating in the field should cooperate in this effort and make the inventory a comprehensive one. The data gained from this inventory should be analysed by the various agencies and departments involved who should develop a coordinated and a comprehensive report. This report should indicate:

i) the real needs and felt needs of the community;

ii) the available resources (unutilized and under-utilized) in the community; and

iii) the present modes of operation for solving development problems. On the basis of these three factors a revised plan of action should be established, again in direct and sustained contact with the village people themselves, and action for development should begin.

2. Issues, problems and strategies in managing education for rural development

Education for rural development implies the identification and optimum utilization of existing and potential educational resources on the one hand and those of other developmental agencies on the other. It is a two-way process. Education reorients itself - from the point of view of its role as a vehicle for total change in a way of life - to assist the development process. Similarly other agencies appreciating the assistance that can become available to them by a properly organized educational system, extend their own material and technical support to effect that orientation. The awareness of this cooperative relationship is not uniformly present. The task is very comprehensive affecting all stages of education both formal and non-formal, and its links with many developmental agencies right down to the grass root level. The problems at different points differ widely and so consequently do strategies. Broadly, the subject was considered under two broad headings formal and non-formal. Thereafter the meeting discussed certain general problems and strategies.

Pre-school education

There was general agreement about the importance of pre-school education in the development of the child. Because of limited resources the programme was being taken up on a limited scale. While the conditions and stages of development in the different countries vary, certain broad principles emerge. They are noted below:

a) The success of early childhood programmes depends on their low cost without sacrificing effectiveness; local community resources ought to be maximally mobilised for the purpose.

b) A comprehensive approach involving the mental, and physical development of the child as a part of a family environment should be adopted; supporting services to make this possible like immunisation, nutrition, as well as others need to be provided.

c) Educational objectives should be stated in terms of simple life activities which could be understood and conducted by elderly women from the villages to whom an honorarium could be paid. Over-all supervision may be provided by a teacher if the pre-school section is attached to the school. If the pre-school activities do not interfere with school hours, construction of additional buildings could be avoided. Alternatively, places of congregation, courtyards of private houses and village meeting places may serve just as well.

Elementary school

The group felt that for educational, social and economic reasons the elementary school must be linked with rural development. In order to accomplish this, the following steps are suggested:

a) The curriculum may be based on the problems of the rural areas. Valuable work in this regard is being done in many countries. A basic problem is to harmonize local needs in the various regions with the national curriculum. The Indian experiment in Basic Education makes an attempt to resolve this apparent conflict by keeping the subject matter content uniform nation-wide. The problems to which this subject knowledge would be related, however, will vary from area to area. Problems in the immediate environment need to be the focal point of the educational process as far as possible. This has the advantage of inculcating in the pupils the habit of looking at a problem and of solving it through a multi-disciplinary approach. Further, since the vast majority of the population in the Asian countries lives in rural areas, it is also essential that children in the cities are exposed to rural problems.

b) A major teaching objective should be to encourage the growth of a complete, healthy personality as well as to develop initiative, a co-operative spirit and a scientific attitude. Opportunities for creative learning should be offered rather than perpetuate the passive, uncritical acceptance of information. This will require strengthening the competence of the teacher in identifying, using and dealing with the problems of the immediate environment. This may not be possible without the active support and help of extension agencies. Extension agencies in turn would benefit from this exchange because the school in this case with its needs-based curriculum and the teacher serving as change agent would become a powerful vehicle for communicating ideas and programmes. In addition to the help from extension agencies local human resources such as rural artisans, progressive farmers, and others may be mobilized. It is possible that such relevant education will receive greater support from the rural community and consequently increase the indigenous resources available.

Secondary education

Two types of students would be involved at the secondary level, the drop outs and those who had joined the occupations of their parents. These categories of students will need to be assisted by regular secondary schools in conjunction with extension agencies to continue their education, both general and professional. They may subsequently become agents of change in their individual capacities and act as a powerful influence in the development of rural areas.

The involvement of regular students in environmental problems should be at a more sophisticated and scientifically competent level. Their horizons may be widened and they may see the rural areas and the existing problems in a much wider context. The resource input may have to be increased but in view of the increased return therefrom in terms of development and better education, the net investment may be considerably less. At the higher secondary stage most of the countries are emphasising vocationalization which may require an intensive survey of the manpower needs of development and intensive preparation of teachers and administrators. The preparation will perforce have to take into account the employing agencies and it may be feasible to fully utilize the infrastructure available in this case for training purposes. In this connection the Apprenticeship Acts in India and the Philippines are worth studying.

University education

The Workshop felt that university education by and large had remained aloof from development and additional thought and work needed to be done to see how the universities could be inter-linked with the mainstream of national life and development. This is important as potential leaders in all walks of life emerge from the universities. It is imperative in the interest of national development that the universities turn out people who are committed to serve the people.

Many exciting and productive development programmes are now being implemented in Asian countries using students. Special mention was made of the Youth Civic Action Programme (YCAP), the National Development Service of Nepal and the KKN of Indonesia. These are obligatory and are an established part of the curriculum. The Indian National Service Scheme operates along similar lines but is voluntary. A scheme of volunteer graduates serving the nation for one year at a maintenance income in various developmental departments, who may meet this expense, was also mentioned. The BUTSI Programme in Indonesia is similar to the above. The Workshop applauded these innovations and the impressive results they are achieving and desires that they should be significantly expanded.

Teaching, research and extension work are legitimate functions of the university. These functions should be properly oriented to support rural development and this work should receive at least equal status and remuneration with other university activity.

Non-formal education

Non-formal education programmes are in operation in all the Asian countries present at the Workshop. It was felt that all institutions of formal education must also impart non-formal education to non-students of the relevant age-groups in order to fully utilize existing institutional and human resources. At the elementary level the major contribution the school could make would be to inspire and assist the drop outs to come back to the formal systems. At the secondary stage non-formal education may be imparted through correspondence courses, evening classes or other means. At the university level non-formal education should be in the form of correspondence courses, evening colleges or literacy classes and

extension lectures for the general public. Professional institutions have a special responsibility for upgrading the skills of the community. In all countries the creation of agricultural universities are serving to strengthen rural development through research, extension and training.

Mass media is being used to spread non-formal education to the masses of people and specific groups like farmers, cottage industry workers and others. In all countries the mass media is being further involved and integrated into the national programme of rural development. It will be more effective if the mass media is used in conjunction with the local cultural agencies of whatever sort. Secondly, to assist communication via the mass media local change agents should be used, otherwise the mass media message may not be fully absorbed. Thirdly, more communication through mass media should focus on events and needs in specific areas. Fourthly, it would make communication easier and more effective if local colour was given to the pictures and characters. In non-formal education considerable pioneering and innovative work has been done by voluntary organizations and additional recognition, support and encouragement should be given to them in order to expand their activities further.

One of the most important functions of non-formal education is to generate learning-production and cohesive socio-cultural interest groups. The education process should assist such groups to identify their own needs of development and work for them with such governmental help as is available. This will eventually help them in developing their own inherent strength.

Roles and training of teachers

The group felt that in both formal and non-formal education the teacher is perhaps the most important input. He should be in a position to implement many changes that would be required, and also provide the feedback to the policy makers. The teacher should innovate not only in the classroom but also in the rural community at large. Unfortunately his present competence and comprehension of his role do not allow him to do so. Therefore, any major educational reform requires a massive programme of teacher education and orientation, both pre-service and in-service. Since the new concept of education covers many aspects of rural development this effort will only be successfully accomplished by the full support and involvement of the various governmental development departments and full utilization of their training personnel and facilities.

Problem of resources

Planning authorities will not grant large amounts of additional revenue for education until they are convinced that what is being suggested is relevant and can be implemented. Governmental resources will have to be supplemented by the productive activities of the schools and local communities. Additional local community resources need to be mobilized through local taxation, the involvement of the community in school administration and increasing the relevance of education to community development. Human resources, apart from the teacher, which can be utilized for educational and developmental purposes also need to be carefully identified and fully utilized.

3. Intra-agency co-ordination

a) Problems and needs

1. Problems identified in the Workshop are:

   i) excessive red tape and paper work; and

   ii) centralization of authority

2. Officials tend to protect their bureaucratic territory which results in inter-agency hostility and competition and makes co-ordination difficult and unlikely.

3. People occupying key positions are rather critical of innovative ideas and tend to discourage a new concept which is in conflict with the official, conventional view.

b) Actions proposed

1. Opening new channels of communication by holding seminars for officials of different levels and status, hopefully, paving the way for delegation and decentralization of power.

2. Making units within the agency more autonomous and responsible for specific tasks.

3. Facilitating the practice of sharing of experiences which may make the key persons in the hierarchy more responsive to suggestions for practical change.

c) Observations and suggestions on intra-agency collaboration

It is proposed that there should be a plan of education for rural development under which the tasks to be performed by the different agencies separately and jointly and their inter-relationships are clearly indicated. There is a need for elaborating a similar plan for covering the activities to be undertaken by the educational system. Such a plan is needed because if the activities are separately developed for curriculum for teacher training, for educational research, for science and for supervision, it would be impossible to avoid contradictions and gaps. After such a plan is developed the activities to be undertaken by a particular unit under the plan of education for rural development should be reflected in the overall plan covering all the tasks entrusted to that unit in which its linkages with the other activities of the unit would be clearly identified. In this way a particular activity to be undertaken by a unit in the educational system would be linked with other activities for rural development to be undertaken by the other units of the education system and also with the rest of the activities (not related to rural development) to be undertaken by the same unit.

There is need for some unit within the Ministry, e.g. a Planning Unit, to be made responsible for and suitably staffed for coordination of work, more or less on similar lines as the mechanism suggested for promoting inter-agency cooperation. A principal concern would be that the unit which is designated for coordination (say that of planning) is not itself charged with implementation of tasks in the area of education for rural

development. The co-ordination function would inter-alia, involve monitoring, promotion of communication among the concerned units and agencies and dissemination of information.

At the regional, district and other levels there are respective heads of the educational system who could promote coordination. They should convene regular meetings of the educational institutions involved in the programme and the reports of these meetings should be disseminated to the concerned bodies within the educational system. Either these heads or their deputies should be included in the inter-agency group at these levels and they should act as the secretaries or chairmen so that the necessary linkages within and between the agencies are promoted.

The Workshop made additional suggestions to ensure streamlining of the management of education/rural development action within one agency:

1. A job description for every person/unit should be spelled out precisely;
2. A work plan for every unit should be chalked out in a manner which will facilitate coordination and collaboration;
3. An effective supervision system should be established to ensure that implementation takes place and the necessary guidance is available during the implementing phase;
4. A feedback system should be planned and established for programme evaluation, revision, and renewal;
5. Proper distribution and decentralization of authority should be undertaken and strengthened by use of multi-media techniques of communication; and
6. Institutional arrangements are necessary but not sufficient to ensure success. Good leadership is observed to be imperative for achieving intra-agency coordination and collaboration.

4. Inter-agency co-ordination

a) Problems

The problems of inter-agency co-ordination arise among other reasons on account of:

1. Lack of identification of interest groups, and lack of integrated and participative planning at all levels;
2. Inadequate information within departments and amongst agencies about each others roles, activities and accomplishments;
3. Absence of effective coordination mechanisms at various levels;
4. Indifference to impact evaluation.

b) Traditional ineffective approaches

1. Making appeals to other agencies for support and cooperation;
2. Setting up new self-sufficient agencies to take care of all aspects of rural development including its educational components;

3. Isolated planning of programmes by different agencies without surveys or consultations with other agencies or the concerned rural people.

c) Country experiences/innovations

Afghanistan

1. Presidential statement on national objectives, "Serving the majority";
2. The Ministry of Planning serves as the co-ordinating mechanism for integrating the plans of different specialized ministries for promoting rural development including its educational components;
3. A Department of Rural Development supports and supplements the activities of specialized agencies;
4. The Ministry of Education is extending its structure so that it can promote and co-ordinate efforts down to the local level. This expansion and downward extension of the educational administration is to create the capacity to implement the presidential statement for serving the majority which means expanding facilities for the rural people and elevating the quality of educational programmes;
5. Under contractual arrangements with the Ministry of Education, the Ministry of Public Health and the Ministry of Agriculture, Radio Afghanistan has conducted programmes of teacher education, agriculture, health and family planning work which are particularly useful for the rural people; and
6. The Department of Literacy which is a unit of the Ministry of Education runs its functional literacy programme in close collaboration with and considerable help from the staff of Ministries of Agriculture and Public Health.

Bangladesh

i) A Rural Development Council headed by the President has been established for co-ordinating the activities of different ministries engaged in rural development. The Ministry of Local Government, Rural Development and Co-operatives serves as the secretariat of the Council.

ii) A mechanism for co-ordinating the activities of different departments at the Thana level is being created.

iii) Village committees have been set-up for co-ordinating developmental activities of different agencies at the grass roots level.

India

i) Specific organizations are set up for specific groups and action. To this category belong the Small Farmers Development Agency (SFDA) and the Marginal Farmers and Agricultural Labour Agency (MFAL).

ii) Development corporations have been set up for specific areas and projects. To this category belongs the Agency for Tribal Co-operatives.

iii) District Development Corporations have been set up. Existing local agencies are integrated with such other institutional additions that become necessary so that it becomes a self-contained administrative unit.

iv) Coordinating committees are established where concerned departments are brought together around a common table under the concerned ministry/department. In these committees generally the Chairman is the generalist administrator. Experiments, however, are being tried to make the technocrat-cum-administrator as the overall coordinator, depending upon the functions of the Coordinating Committee or the project.

v) Another form of committee has emerged where the non-official elected representative heads the committee and the various development departments come under him. Such organizations are at the district level where the Zila Parishad Chief (District Council Chief), who is the elected representative of the people, heads the coordinating committee with the various developmental heads taking the direction from him.

vi) Another form of coordination is at the block level (unit of 100 villages) where all the departmental representatives work under the direct administrative control of the Block Development Officer.

Indonesia

i) Under a national policy students are required to serve in villages and to assist the people in solving their problems.

ii) A Coordinating Committee has been established for non-formal education to coordinate the programme activities of different agencies involved in formal education administration.

iii) Training is arranged at different levels to build the capacities of officers from different agencies to act as agents for rural development. Similarly, training is provided co-operatively by several agencies for the graduates participating in volunteer service.

iv) The planning agency has units operating at different national, regional and district levels.

v) In addition to projects financed centrally the regions have their own projects financed from their own resources.

Nepal

i) A District Administration Plan has been drawn up and implemented to achieve inter-departmental coordination for rural development. The Chief District Officer under the Home

Panchayat Ministry works as the Chief Coordinator at the district level under whom the district level officers of different development departments are placed. A district development plan is drawn up and implemented every year in which all the components of district development administration are included.

ii) A District Administration Implementation Committee at the Central level in which all departments and ministries are represented has been established.

iii) A separate integrated project called Small Area Development Project (SADP) is being launched in 20 districts in the country in a 5-year plan period. There is a Central SADP Board under the chairmanship of Home Panchayat Minister consisting of chiefs of different departments to ensure coordination, integrated planning and implementation at the small area level.

Philippines

i) A national policy on human and social growth of all citizens noting the importance of raising the quality of life of poor people, with emphasis on country-wide development and key-noting service in the "rebellion of the poor";

ii) Establishment of a national body to coordinate economic and development plans at the national level of all government departments/bureaus/agencies;

iii) Establishment of regional development councils to coordinate the implementation of plans, programmes and projects of all agencies at the regional, provincial and local levels;

iv) Joint action with other national youth organizations like the Kabataang Barangay and Bukloding Kabataang Karani in civil service. The assistance of the Presidential Regional Officer for Development (PROD) and Presidential Action Officer (PRAO) for food production and the Junior Executive Service Officers Bureau (JESO) in coordinating the YCAP and the KB;

v) Establishment by the Department of Education and Culture of a Youth Civic Action Programme (YCAP) for rural development and a National YCAP Coordinating Council. YCAP serves as a pre-requisite for college education and in the YCAP programme arrangements are made with the different ministries like the Departments of Health, Local Governments and Community Development, Social Service and Development Information, the Bureau of Agricultural Extension, etc. Regional coordinating councils at all levels for YCAP programmes are being organized. Concerned departments are involved in planning which includes definition of goals and objectives for particular groups of students and particular rural areas, programmes, implementation progress reporting, evaluation and follow-ups;

vi) The Department of Education and Culture is closely associated with other departments and specialised agencies in organizing the educational component of various programmes like food production, beautification, population education, nutrition, reforestration, etc.

d) Observations and suggestions

1. Need for a co-ordinated plan of education for rural development

In the National Workshops convened by all participating countries it was found that there was insufficient awareness of the part of the agencies about the activities of their sister agencies working on education for rural development. Proposals were made for creating better understanding, establishing linkages and for undertaking some functions jointly. The Workshop is of the view that unless cooperation among agencies is ensured at the planning stage and an integrated plan of education for rural development is prepared, the co-operation of the different agencies at the implementation stage can at best promote marginal adjustments.

The Workshop thought, therefore, that in each country there should be a plan prepared on education for rural development in which the roles of different agencies including non-governmental ones in undertaking both separate tasks and joint tasks should be clearly indicated. In addition, there should be separate plans indicating the total activities of the agencies. Reflected in the latter plans would be the roles or tasks as envisaged under the plan of education for rural development with cross references to the collaboration with other agencies. In this way certain tasks would appear in several agency plans. All the tasks in the plans of education for rural development would be linked on the one hand with the other activities of the agency and on the other hand with the activities of the sister agencies.

2. Need for coordinating mechanisms

Under different names either as departments of rural development or as divisions of local government and community development or rural development or social services department, there is an agency in every country which is concerned with the coordination of various agency programmes for rural development. This department/division would be an ideal institution for ensuring co-operative planning on education for rural development by the concerned agencies. Later on it could also ensure co-ordination of activities according to the agreed upon plan as well as monitor the review or renewal of the plan from time to time at different levels - the national, regional and state and down to the grass-root levels. In this particular case it is the feeling of the Workshop

that a department or a division of a department which is concerned with stimulating co-operation and promoting coordination should not be an operational agency competing with other departments. It should be an agency working as a facilitator for coordination of their programmes at different levels.

A strategy frequently used in Asian countries to stimulate inter-agency co-operation is to create a Co-ordination Committee for this purpose with senior level persons from the various agencies of government and other institutions involved. A high political official or executive is commonly selected as chairman so that he has the authority to facilitate co-operation from the various departments and to monitor and insure that each in fact carries out their obligations and hopefully, to distribute recognition and appreciation justifiably. Such a co-ordinator is frequently a generalist though other models are also being tried, sometimes within the same country. In some instances technocrats with some administrative experience are being given a leadership role in co-ordination.

Two problems have been identified. The generalist often does not have sufficient understanding of critical technical issues and the technocrat is too often a poor manager. There also appears to be a tendency to add onto the co-ordination role in piecemeal fashion other administrative tasks which results in a role impossible to fulfill. In some Asian countries, therefore, technical training is being given to the general administrator and management training to the technocrat. The load of the co-ordinator's role is also being made more manageable through the provision of more and better qualified support staff.

3. Need to avoid the replication of institutional failure

The Workshop has also noticed that in reports and the oral presentations made by different countries, in the past there have been attempts made to relieve the existing professional agencies of their role in rural development and to set up a parallel body by drawing upon the staff of these agencies. Instances were quoted to show how this approach has repeatedly failed and yet it appears that there are pressures for continuation of this practice. The defeatist spirit which allows the conclusion that existing institutions cannot meet the objectives they were established for is a dangerous phenomena; it detracts attention from the prospects of institutional improvement, although it is accepted politically that the institutions already in place will continue on indefinitely, eating up large amounts of the recurrent, development budget.

This approach has some inherent weaknesses because of which it will fail and be otherwise counter-productive. If the existing departments suffer from red-tapism and other bureaucratic practices, there is no assurance that a new

department which brings together people of diverse talents will not suffer the same fate. The new departments need specialists from other agencies and since there are no career prospects in these departments, the tendency is for inadequately trained and poorly supported personnel to be moved about in a kind of random fashion. In many cases these staff members remain excluded from supporting services available within each agency such as research facilities of the research and development institutes and other competent professionals.

Rapid technological developments have isolated the professional staff members working in the rural areas from the parental agencies. They remain unaware of the substantive programmes of rural development which are launched by the other agencies and to which educational programmes can be related. Therefore, the feeling of the Workshop is that whereas co-operation and coordination are to be encouraged it would be necessary at the same time that specific tasks are adopted by the various existing agencies and their identity further strengthened. They would be involved in such co-ordinated efforts not only in the areas of rural development but also in problems of national development. The sum and substance of the proposal is that instead of losing faith in the professional agencies it is in fact imperative that for the success of nation building efforts that their cooperation be solicited and that their involvement and participation in such co-ordinated efforts is given every encouragement.

4. An important area for inter-agency cooperation

Almost all the countries subscribe to the concept of education for rural development as essentially involving the promotion of rural people's capacities and self-reliance in their own development. Instances were quoted in the Workshop showing that there is a great deal of ignorance among planners and staff of the specialized agencies about the tools, methods and approaches indigenously developed which would be a useful resource for rural development, if they are properly inventoried, disseminated to other areas and studied by the agencies concerned with rural development. Instances were also quoted to show how progressive farmers and teachers in one country were mobilized in self-development and later on their services were made available as catalytic agents for stimulating similar activities in other areas. In the instances which were quoted participation in creative and productive activities was used both to solve the problems and to develop self-confidence.

5. The process and inter-agency coordination

As a preliminary step to the holding of a National Workshop it was reported by one country that a representative group with inter-disciplinary background drawn from several

agencies first surveyed the situation in a typical village. The outcome of this effort was the realization of the wide gap between the perceptions of the specialized agencies and those of the people of the area. The recognition of the fact that several of the problems which were being treated as of high priority by the several development agencies were, according to the assessment made in this exercise, pseudo problems and not people's felt-needs was very significant. This experience serves as an eye-opener in the sense that whereas in the past there has been an emphasis on flow of information from top to bottom there is now perceived to be a need for better communication from bottom to the top and that such communication can be established most effectively through sustained face to face contacts. Several cases reported at the Workshop indicate that attempts are being made in several countries to ensure the kind of communication noted above by requiring developmental workers whether in governmental or non-governmental agencies to stay with the villagers and be a part of their environment, to study their problems and help them implement solutions.

The Workshop also recognized that integrated planning at the district and village level should be based on a common identification and definition of objectives by specialists and the village residents in given rural communities. This, therefore, should be a collaborative effort on the part of different departments and agencies and sectoral objectives and targets for these different departments should be derived therefrom. The performance of different departments should be evaluated and measured in terms of the accomplishments of these common objectives for which all these cooperating departments will have to implement their programme in a well-orchestrated fashion. The objectives and programmes would be specifically related to the expressed, felt needs of the different, interested groups in the rural communities.

5. Identification and development support of the change agent

Identification of the change agent

a) Conceptual framework

The recruitment of quality personnel including youth, adults, civic leaders and community workers to serve as change agents and their continuing training, which largely centres around indigenous needs and conditions obtaining in the specific rural community, must have the co-ordinated - both horizontal and vertical-support of groups, agencies and institutions. The complicated task of managing integrated training programmes for change agents for rural development is compounded by the need for clearer identification of roles among the various personnel and agencies involved, determining the real needs of the people, making the project understood by them and by taking the practical steps so that the people themselves own the project.

Education for rural development cannot be limited to activities which take place within the formal educational system. Non-formal and informal educational schemes which meet the specific needs of currently neglected people such as school leavers, adult illiterates, unskilled workers, women, etc., need to be organized to hasten the development of rural communities. Education, however, is only one of the inputs into rural development and must be related to and linked with health, agriculture, population planning, environmental control and other activities.

b) Issues, problems and solutions identified

A change agent is a person, group or an institution who/which facilitates planned social change. A teacher, community development officer and extension workers are change agents. Business people and religious leaders are potential change agents who can contribute to rural development if influenced to do so.

c) Characteristics of a change agent

A change agent has deeply internalized the belief that all adults can be unique and valuable learning resources. It is the responsibility of the change agent then to assist others in creating a setting where this talent can be directly utilized to identify and solve problems. Through the indirect guidance of the change agent the formation and functioning of a community group should be open and flexible and new interests and people should be included as needs arise; also all opportunities for learning and action for the good of the community should be exploited.

An effective change agent has the capacity to identify with people; he has technical knowledge, resourcefulness and initiative. A change agent by living in the community identifies himself with the people so that the problems of the community are felt by him and solutions are sought within the financial, organizational know-how and other constraints which operate in the community. This results in realistic solutions which are capable of being applied entirely by the community itself or with minimum help from outside. This has the added advantage of strengthening the fellow-feeling and dedication for the cause of the community.

The change agent should have the capacity and knowledge to identify local resources - both human and material - that can be mobilized for community development through proper linkages with other people and institutions for a coordinated effort.

d) Identification of the change agent

A change agent may create a need then initiate change himself or a need may be felt by the community which requires change and a change agent may emerge. In effect identification of needs to a large extent determines the type or qualities and functions of a change agent.

A change agent may be external (government, commerce and industry, etc.) or any force which is dynamic and internal; a person may arise from the community who has educated himself in the problems of the community and has the necessary dedication to serve. The growth and development of

such local leaders can be promoted by a properly designed system of education including non-formal education. Such a system should centre round community problems and aim at inculcating values of service and cooperation instead of competition and personal or family gain.

Rural village leaders engaged in development work may be impelled by an instinct for self-expression and may have identified themselves. A number of development activities in the area facilitate the emergence of such leadership and their identification. A change agent who is an "outsider" but who is moved by an inner urge to identify himself with the mass of poor people has a harder task because he may have to learn to live at a level below that to which he is accustomed. An advantage is that in the process of adjusting himself he struggles with the problems and discovers methods to make life clean and healthy within the resources and constraints of the community through living and learning with the people.

Another handicap from which the outsider suffers is that it takes time to overcome the initial suspicion of the villagers of outsiders. They suspect his motives as well as his competence. But sincerity, resourcefulness, and patience may enable him to overcome this handicap and to win ultimately a deep attachment from the people. They may come to feel that he has "sacrificed his own life" to serve them. Among poor people the appreciation of sacrifice and real service is deep and heart warming.

e) Suggestions

The Workshop feels that the following may be considered to help make the change agent more effective in the field.

1. recognize and support change agents in the field in order to avoid overwhelming and dysfunctional intellectual alienation and cultural conflict;
2. identify change agents who show the willingness and ability to participate in the task of rural development at the village level for an indefinite period;
3. select change agents who have the background, personal qualities and ability to mobilize resources;
4. train change agents to work with various groups of community people and to maximize community participation so that the people's skills and insights are utilized and expanded;
5. identify and train change agents who serve as hidden catalysts of successful group activity and who claim no credit for themselves. It is the people's achievement. This will subsequently allow for the withdrawal of the change agent once his time-limited mission is completed.

f) Development support for the change agent

An attempt has been made to define the scope and function of the change agent. In the final analysis there is no one definition of a change agent nor is there one complete job description in so far as his

function in the field is concerned. The fact that he has to deal with people in different situations, under different socio-economic conditions makes this task a difficult one. Notwithstanding the change agent being a stimulator, a catalyst and a facilitator to make people think and act differently, the terms of reference of a change agent and his effectiveness in the field are directly connected and influenced by the government support he receives in the field.

The Workshop was of the opinion that in order to put the change agent in the proper perspective it was necessary first to mention as specifically as possible the elements inherent in the development support pattern and there was a consensus that factors like monetary incentives, scholarships, staff support and inservice training needed to be taken into account. This would ensure sufficient dynamism within the infrastructure and prevent the psychological isolation of the change agent. It will also, hopefully, facilitate the change agent to be integrated into the development system as a whole and set norms in the system that will allow for a decentralization of responsibility and authority so essential in rural development and community participation.

The Workshop was of the view that a clear distinction should be made from the start between human development and service support development in the field. While the former was crucial the latter was indispensable. An attempt was made in the discussion to put both the resources in the proper perspective keeping the experiences of the different countries in mind.

The need to integrate resources, to coordinate activities at the grass-root level where the discrepancies are obvious was expressed by all. In the case of Nepal, for instance, this integration is personified in the multi-purpose worker and he performs basic functions like conducting surveys, assisting in the formulation of village plans, etc. In the case of Indonesia, however, the multi-purpose government officer in addition to various existing change agents of government agencies did not yield the desired results. An alternative pattern and strategy for better utilization of the existing agents was initiated by replacing the multi-purpose officers with stronger coordinating ability of sub-district authority by establishing developmental working area units (i.e. UDKP) at sub-district level. At the same time educated young people are recruited as volunteers (BUTSI, KKN) to serve the villages as multi-purpose change agents. Operationally the volunteers always work in collaboration with the existing specialized change agents. In the Philippines a Barangay Captain is selected by the people at the village level and he is charged with the responsibility, among other things, of co-ordinating the activities of a number of rural development workers (RDN), youth groups (KB,YCAP) and other youth groups from various government and non-government agencies.

There was a consensus that for a change agent to start a socio-psychological process in the rural areas he needed to be better prepared and adequately supported whether by government infrastructural services or by the community at large. Since there were organized change agents (village level health worker, multi-purpose worker, etc.) and individual and non-institutional change agents (i.e. mother, priest, puppeteer) the development support that was necessary perforce needed to be different.

Where the employed change agent was concerned the backstopping of infrastructural services was already available right to the grass-root level but whether the change agent was receiving the extent of support required was a concern expressed. He was there to satisfy essential needs, ostensibly perform leadership functions, bring about an attitudinal change in the minds of the rural people as well as be aware of the schemes and programmes that the government was attempting to implement through him. Where the non-formal change agent is concerned the legitimisation of authority with the help of linkages with influential people in the village is of decisive importance so that there is credibility.

It was felt that the development support that was due to the change agent to be able to facilitate socio-economic change is not adequately forthcoming which was one of the reasons why there is a need to supplement the efforts already being made by identifying para-professional change agents, in other words, non-institutional human resource available within the community. Once identified they could be oriented with little training to better utilize the institutional facilities and opportunities available for their own development like a research component as in Afghanistan. The group felt not enough attention is being given to the use of unused and under-utilized material and human resources available within the rural environment especially when there was a unanimous view expressed that the whole objective of development was to make the rural people self-reliant. It was this function of the para-professional change agent of identifying indigenous service support development facilities in the immediate environment - that needs to be strengthened and given credibility by the government. The Workshop was of the opinion that there was strong hope for the possibility of using the existing educational system as a development support facility with the change agent as the teacher. In future rural development strategies the teacher is earmarked to be a planner and an implementor as well as teacher.

g) Suggestions

The Workshop ended the discussion with a word of caution. With the desire to be completely realistic it was felt necessary to enumerate some of the problems being faced in this backstopping of change agents. There was a consensus reached on the following:

1. Poor co-ordination at the grass-root level. This needed to be consciously improved if the resources available were to be properly utilized.

2. The need to increase competence of the change agents.

3. The need to develop strong, clearly defined, alternative organizational procedures leaning heavily towards decentralization of authority and responsibility.

4. The need to delegate more authority in grass-root programme development

6. Training of change agents

Development support resources for the change agent would have little relevance and effect without appropriate training. The organized change agent as a part of the development system, the Workshop felt, needs to be oriented in basic approaches to the community in the proper utilization of tools, facilities and procedures, and in human dynamics. The Workshop believes that a careful selection of these change agents is necessary so that they would prove competent and resourceful enough to handle all types of situations in the field. It is necessary that they be graduates or at least have some elementary educational qualifications. It is advisable that they have some experience of living and working in the rural areas before they are trained on the job or in the actual setting rather than in an alien environment. Importantly, they must at least be aware of some of the government schemes and programmes and procedures so that they can utilize these facilities and opportunities to maximum effect. Concern was expressed as to whether the infrastructural costs of training change agents was yielding the desired and expected results and the Workshop felt that this must be continuously assessed. Though training is perceived as extremely important, too much training, especially of the wrong kind, is a liability rather than an asset.

The training of non-institutional change agents or professional change agents needs a different strategy all together. It was suggested that every human being had the potential to be a change agent and if he had the motivation he needed little training, but there was a consensus that this was oversimplifying the issues. Even the para-professional change agent needed an orientation of sorts, however non-formal or informal, simply because he needed to be made aware of the government effort and supported by it so as to be able to sustain his work over long periods of time in challenging and difficult circumstances.

The training infrastructure in most countries is organized enough to provide basic training to grassroot functionaries - institutional and non-institutional - but the effect and impact of the change agents in the field largely depends on the emphasis and content of these training programmes. As it exists today, the Workshop concluded, there is much scope for change. There was a consensus that it was urgent that the content of training programmes be made more relevant and more realistic and in keeping with the actual situations in the field.

Many human resources development institutions such as universities and colleges in Asian countries are incorporating field and work experience as a part of training. In so far as the employed change agent and the human resources institutions noted above are concerned the Workshop emphasized that greater attention and resources should be given to in-service training of professional and para-professional change agents.

Chapter IV

FOLLOW-UP: SUGGESTIONS DEVELOPED BY THE NATIONAL GROUPS

All the members of the national teams were involved in the National Workshops held earlier.

During the Advanced Level Workshop they met as national groups and deliberated on significant experiences of their countries which were deemed to have transfer value; and they selected other countries' experiences which in the respective national group's view were relevant to their needs and concerns. Later, the national groups divided themselves among, and worked in, the inter-country groups set up to prepare syntheses of the participating countries' experiences, by themes.

Finally, the national groups met again to reflect on how they could profit from the new insights gained in the course of the Advanced Level Workshop to build up their nations' capacity for innovating and renewing the educational component of their national programmes for rural development. This section contains their reports based on such reflections.

Suggested follow-up plan

Afghanistan

1. The participants of the Afghanistan National Workshop should be brought together by the Department of Rural Development for a meeting to disseminate information with respect to the Advanced Level Workshop.
2. Relevant and applicable extracts from national Workshop Reports of the participating countries and from case studies, background papers and the final report of the Advanced Level Workshop should be identified in the above mentioned meeting.
3. Suggestions for the implementation of relevant concepts and practices should be a main objective of the meeting.
4. Heads of the involved agencies should organize a Steering Committee to co-ordinate and implement concepts and practices agreed to.
5. The recommended pilot projects of the National Workshop should be identified by the Steering Committee and a common, well-co-ordinated work plan designed.
6. Immediate, partial, implementation should begin in current on-going programmes of activities as it will be too long to wait for the results of the pilot projects.
7. Based on the recommendations of the Afghan National Workshop and that of the Advanced Level Workshop the Department of Rural Development will be responsible for the inter-agency co-ordination both in regard to the pilot projects and that of on-going activities.
8. The Presidents of the Planning Departments of the national agencies will be held responsible for intra-agency co-ordination of pilot projects and that of on-going activities.
9. The financial and non-financial assistance of Unesco, UNICEF, WHO and other international organizations will be sought whenever necessary.

Bangladesh

In order to promote, accelerate and co-ordinate all activities aimed at rural development in Bangladesh, the government has already set up a high-level Rural Development Council (RDC) under the chairmanship of the President.

All follow-up actions proposed will have to be carried out with the approval of RDC or competent bodies set up by it. In this framework, the following proposals are made:

1. All existing programmes will continue pending changes and restructuring.
2. The RDC will form a National Committee on Education for Rural Development (NCERD). This Committee will have detailed terms of reference and derive its authority from the RDC. The Secretariat facilities for NCERD will be provided by the Education Division, Ministry of Education.
3. A detailed, organized inventory of the existing education/rural development programmes will be prepared in three months time with financial assistance, if possible, from Unesco Headquarters or Unesco Regional Office for Education in Asia, Bangkok. This inventory, with further analysis if necessary, will be circulated amongst all the concerned agencies and with their views, particularly on the educational component, it will be put up to the NCERD under the RDC for their consideration.
4. The reports of the National and Advanced-Level Workshops (ALW), with further recommendations of the Bangladesh Team at the ALW, will be circulated to all concerned including the NCERD and the National Curriculum and Syllabus Committee.
5. The National Curriculum and Syllabus Committee which has been emphasizing the incorporation of materials relevant to education for rural development, will continue to provide such emphasis with added guidance from the reports of the National and Advanced Level Workshops and also from the NCERD at a later stage.
6. Due emphasis on education for rural development will continue to be given in the curricular content of all existing teacher training programmes in the country.
7. The primary objective of the comprehensive Non-formal Education Programme, for which a draft plan has already been prepared, is rural development, and an educational component will thus play a most vital role in preparing the people for participation in rural development activities.

8. The existing voluntary service by students and government servants in the rural areas will be further examined by the NCERD and a detailed plan drawn up for such rural development service, particularly by the students at the College and University levels. Such experiences may be included in the regular curricular programmes of these students.

9. The National Council of Social Welfare in consultation and co-operation with the NCERD, will further examine education for rural development in the light of available experiences and documents, including the reports of the National and Advanced Level Workshops, and evolve a strategy for further effective co-ordination of the voluntary agencies in promoting education for rural development.

10. Existing programmes of rural development undertaken by the different Ministries/Divisions/Agencies concerned with education, rural development, agriculture, health, population control and family planning, social welfare, etc., will be further examined under the guidance of the NCERD in order to achieve better integration and co-ordinating of these programmes, both vertical and horizontal.

11. The Bangladesh Team will assist the Programming Division of the Planning Commission in the formulation of a National Plan on Education for Rural Development, subject to recommendations of the NCERD and approval by the RDC.

India

1. In order to universalize the acceptance of the idea of linking education with rural development, the Education Ministry may discuss the subject at the Central Advisory Board of Education and formulate the national policy in that regard.

2. An Co-ordinating Committee may be set up on Education for Rural Development under the chairmanship of the Education Secretary, consisting of the representatives of the various concerned development departments. The Committee should chalk out programmes of co-ordinated action to be undertaken. It may suggest the drawing up of a Memorandum of Understanding between the Ministry of Education and the other concerned departments for specific action to be undertaken to promote education for rural development. The NCERT should develop a subject group to focus attention on education for rural development and to promote co-ordinated research on the various aspects of the problem.

3. A co-ordinating committee under the chairmanship of the Chief Secretary may be set up on the pattern of the Central Committee at the State end. It may also draw up a programme of co-ordinated action for which a Memorandum of Understanding may also be drawn up. Such co-ordination committees may be set up at various levels to work out the modalities of the co-ordinated action to be undertaken. Each development department must formulate a firm policy in this regard and make it known at all levels down to the grassroots. There should be an evaluation and monitoring mechanism at every level. Within the block the mutually reinforcing roles of the school and the extension agencies must be emphasized.

4. The linking of education with rural development work experience should take full advantage of the various developmental programmes going on in the locality. At the secondary stage the proficiency aimed at should be a pre-vocational standard. The competence of the teachers to handle the task should be built up through orientation courses at the various institutions under the control of the various developmental Ministries/Departments. Training schools/colleges as well as secondary schools should have well qualified teachers for agriculture and rural development who should periodically receive refresher training in agricultural universities and other high level institutes for rural development. It would also be useful to give field experience to teachers in rural development before they start teaching in the schools or in non-formal programmes.

5. Students and teachers should be provided the opportunity to visit progressive farms, especially small ones, to learn in some detail about modern agriculture. Similar visits should be arranged to plants, laboratories, research stations, etc. of other developmental departments. The technical support of the CSIR and other high level institutions should also be made full use of for the training of teachers in improving the design of rural housing, environmental engineering, handling health and nutrition programmes and in such activities as would increase the income of the rural areas. School community relations should be intimate and mutually beneficial and community resources in the form of the skills of local artisans, among others, should be fully utilized. Similarly, full advantage should be taken of the potentialities of voluntary organizations.

6. State and regional seminars may be organized and the National Staff College may assist by providing resource personnel in this regard. The Staff College may offer short courses for reorienting the key personnel in the various departments and agencies in the co-ordinated approach. The Staff College would also assist the flow of relevant documentation on the subject. A Standing Committee may be set up in the Staff College to review the progress made in the implementation of the recommendations of the National Conference and the Advanced Level Workshop and to suggest suitable steps to achieve the objectives. This committee may include representatives of the concerned departments of the Government of India and of the States and other voluntary organizations.

Suggestions developed by the national groups

Indonesia

1. Existing educational programmes and the problems of linking them with rural development should be studied in order to design a more workable operational strategy and methodology of integration and co-ordination.

2. Strategies and methodologies for integrated educational programmes for rural development (formal and non-formal education) should be reoriented and promoted as well as intra and inter agency co-ordination at the central and lower levels. By Presidential Decree a legal basis for co-ordination and collaboration of different departments has been provided for; and by Ministerial Decree there already exists a National Technical Co-ordinating Committee for Non-formal Education which is now working on a "minimum essential learning needs programme", including teaching materials for rural development.

3. The capability and coverage of the programme of UDKP (i.e. Local Development Working Unit) and LSD (Village Community Committee) should be expanded in order to be able to plan and implement integrated educational programmes in the villages. This could be done by optimizing the potential of the roles and functions of Provincial and District Development Planning Boards.

4. The existing institutional framework which provides for a joint planning approach should also be further strengthened and improved to ensure greater participation of the people in rural development.

5. Learning Centres for rural development should be created at the provincial and district levels to hold periodic in-service training for change agents and rural leaders at different levels. The training materials should be closely related to local development programmes and local situations, problems and needs.

6. Universities and other higher education institutions should be encouraged to develop and to intensify educational programmes for the training of trainers for the above mentioned Learning Centres.

7. Learning Centres at sub-district levels should also be created to organize learning groups in the villages and to facilitate learning activities for rural development. In this endeavour the mobilization of under-utilized resources should be a principle of operation in order to be able to implement "the KEJAR programme utilizing a chain reaction system with geometric progression".

8. The Indonesian volunteer programme (BUTSI) and the study service programme (KKN) should be expanded to more fully utilize young, educated people for rural development.

Nepal

1. In the context of Nepal education for rural development involves a reorientation of the goals and programmes in education. Since this is going to be a novel experience for us, we propose that initiation of activities be done on a small "pilot" scale and the experience to be gained therefrom be used in appropriate time and manner to develop a programme of more general application in the country.

2. For this purpose an area under the existing Small Area Development Project (SADP) will be selected in which the following activities will be taken up:

   a. Baseline study of the educational (both formal and non-formal) needs of the area with special emphasis on relating the educational programmes to the problems of rural development;

   b. Expanding student enrolment with emphasis on weaker sections of the community;

   c. Use of class organizations like women, farmers, youth, etc. at the village level in non-formal education;

   d. Enhancement of teacher competence and eleboration of his role as a change agent in the village community;

   e. Launching of functional literacy programmes with emphasis on income generating skills and projects;

   f. Deployment of ex-servicemen in change agent roles in the rural areas;

   g. Existing programmes having implications for education for rural development will be brought within the purview of the proposed co-ordinated programme of action.

3. In order to implement the above programme of activities, the existing administrative structures would be put to use instead of creating a new one. Thus the SADP inter-developmental planning unit at the district level and the co-ordinating mechanism at the national level will be the basic co-ordinating mechanisms for the activities.

4. It will be suggested to the government that the Centre for Educational Research, Innovation and Development (CERID) under the National Education Committee, should be the institution appointed to co-ordinate the activities proposed above.

Establishing Regional Training Institutes for YCAP Co-ordinators in the Philippines

Philippines

1. Rationale:

The logical outcome of the National and Advanced Level Workshops is this follow-up action plan geared towards the systematic improvement of the youth development programme, projects and activities to assist in national development. To accelerate the accomplishment of these tasks the establishment of regional training institutes for Youth Civic Action Programme (YCAP) co-ordinators in the twelve (12) regions of the country, with Region III (Central Luzon) as the initial model, is to be proposed to the National Youth Civic Action Co-ordinating Council and undertaken within the calendar year 1977. This regionalized pattern of training institutes fits appropriately regional development planning where intra and inter-agency co-ordination/collaboration and service complementarity is reinforced for efficiency and cost-effectiveness.

Objectives:

a. To orient YCAP co-ordinators and other participants with respect to the new structure and objectives of the YCAP, particularly its role in the government's programme thrusts and direction toward national progress and development;

b. To identify the cognitive, affective and psychomotor domains of significance to co-ordinators to ensure efficient and effective management of the programme;

c. To formulate strategies to maximize implementation of the YCAP;

d. To work out ways and means to promote inter and intra-agency co-ordination and collaboration necessary for YCAP to meet its objectives.

2. Follow-up plan to the Advanced Level Workshop

Venue: Teachers Camp, Baguio City, Philippines (or any other training centre identified by each region).

Components of Training Course

a. Identification of administrative and academic staff for the institute;

b. preparation and development of instructional materials;

c. schedule of national workshop-seminar;

d. evaluation

i) Built-in assessment of academic performance, before, during and after the course;

ii) Practical experience assessment.

3. Expected Outcomes

a. Appreciation, understanding and commitment of agencies and participants to the YCAP;

b. Development of managerial skills amongst participants for youth development programmes;

c. Identification of new development projects for the YCAP;

d. Reinforced intra and inter-agency co-ordination/collaboration and service complementarity.

Chapter V

ANNEXES

List of Participants

Afghanistan

1. Mr. Painda Mohammad Kushkaki
   President,
   Teacher Education
   Ministry of Education
   Kabul

2. Mr. M. Hassan Aminy
   Department of Rural Development
   Kabul

3. Mr. M. Hakim
   Director of Vocational Programmes
   Radio Afghanistan
   Kabul

4. Mr. Nur Ahmmad Sarbaz
   Preventive Medicine Department
   Ministry of Public Health
   Kabul

Bangladesh

1. Mr. M. Khashruzzaman Choudhury
   Secretary
   Bangladesh National Commission
   for Unesco
   Ministry of Education
   Dacca

2. Mr. Muhammad Nurul Haq
   Director, Bangladesh Education
   Extension and Research Institute
   Dacca

3. Mr. Nurul Islam Khan
   Deputy Director of Social Welfare
   Dacca

4. Mr. Jalilul Alam
   Deputy Director,
   Integrated Rural Development Programme
   Dacca

Bangladesh (cont'd)

5. Mr. M. Nurul Haque Miah
   Chief Agricultural Economist
   Ministry of Agriculture
   Dacca

India

1. Prof. M.V. Mathur
   Director
   National Staff College for Educational Planners and Administrators
   New Delhi

2. Mr. D.P. Nayar
   Consultant
   National Staff College for Educational Planners and Administrators
   New Delhi

3. Mr. D.S. Rawat
   Head
   Department of Social Education
   National Council for Educational Research and Training
   New Delhi

4. Mr. R.N. Azad
   Joint Secretary
   Department of Rural Development
   Ministry of Agriculture
   New Delhi

5. Mr. O.P. Gautam
   Deputy Director General
   Indian Council of Agricultural Research
   New Delhi

6. Mr. Ranjit Gupta
   Indian Institute of Management
   Ahmedabad

7. Mr. Sanjit Roy
   Director
   Social Welfare and Research Centre
   Tilonia, Rajasthan

Indonesia

1. Mr. W.P. Napitupulu
   Director General of Non-formal Education and Sports
   Department of Education and Culture
   Jakarta

2. Mr. Djajad Kartawirja
   Directorate General of Village and Community Development
   Jakarta Selatan

Indonesia (cont'd)

3. Mr. Margono Slamet
   Bogor Agricultural University
   Bogor

4. Mr. Samedi Sumintaredja
   Head
   Planning Division, Agency of Agricultural Education, Training and Extension
   Jakarta

5. Mr. Soemardi Hs,
   BP3K, Department of Education
   Jakarta

Nepal

1. Mr. Sharada Prasad Dahal
   Under-Secretary
   Adult Education Division
   Ministry of Education
   Kathmandu

2. Mr. Harsha Narayan Dhaubhadel
   Chief of Research and Publication Division
   Institute of Education
   Tribhuvan University
   Kathmandu

3. Mr. Dhan B. Gurung
   Project Assistant
   National Education Committee
   Kathmandu

4. Mr. Shree Ram Lamichhane
   Research Assistant
   Centre for Educational Research Innovation and Development
   NEC, Kathmandu

5. Mr. Bihari Krishna Shrestha
   Research Officer
   Local Development Department
   Ministry of Home Panchayat
   Lalitpur

Philippines

1. Mrs. Felicita G. Bernardino
   Regional Director
   Department of Education and Culture
   Region III, San Fernando
   Pampanga

2. Mrs. Maria Lourdes V. Macatangay
   Head
   National YCAP Co-ordinating Centre
   Department of Education and Culture
   Manila

Philippines (cont'd)

3. Mr. Manuel G. Moral
   Regional Training Officer, OLGCD
   Region III, San Fernando
   Pampanga

4. Mr. Andres Criscobal Cruz
   Regional Director, DFI
   Region III, San Fernando
   Pampanga

5. Mr. Segundo C. Serrano
   Regional Director, BAEX
   Region III, San Fernando
   Pampanga

Unesco Representatives

1. Mr. Abdul Latif
   ACEID
   Unesco Regional Office for Education in Asia
   Bangkok

2. Mr. Rodger Hurley
   ACEID
   Unesco Regional Office for Education in Asia
   Bangkok

- Office Bearers -

Chairman	:	Prof. M.V. Mathur	- India
Co-ordinator	:	Mr. D.P. Nayar	- India
Vice-Chairmen	:	Mr. P.M. Kushkaki	- Afghanistan
		Mr. D.P. Gurung	- Nepal
		Mrs. Felicita G. Bernardino	- Philippines
Rapporteurs	:	Mr. W.P. Napitupulu	- Indonesia
		Mr. Nurul Haq	- Bangladesh
		Mrs. Maria Lourdes Macatangay	- Philippines

Secretariat

National Staff College, India

Mr. D.P. Nayar
Mr. A.H. Hemrajani
Mr. C.L. Sapra
Mr. N. Ramachandran
Mr. S.S. Dukani
Mr. M.G. Leekha
Mr. M.M. Ajwani

Unesco Representatives

ACEID/Unesco

Mr. R. Hurley
Dr. A. Latif

GROUP I

Intra and Inter-Departmental Co-ordination and Collaboration

Chair Persons:	Mr. Painda Mohammed Kushkaki	- Afghanistan
	Mr. Muhammad Nurul Haq	- Bangladesh
Rapporteurs :	Mrs. Felicita G. Bernardino	- Philippines
	Mr. Dhan B. Gurung	- Nepal

Members

1. Mr. M. Hakim - Afghanistan
2. Mr. Ranjit Gupta - India
3. Mr. Soemardi Hs - Indonesia
4. Mr. Djajadi Kartawirja - Indonesia
5. Dr. A. Latif - ACEID, Unesco

GROUP II

Identification, Development Support and Training of the Change Agent

Chair Persons :	Mr. Bihari K. Shrestha	-	Nepal
	Mr. Narul Islam Khan	-	Bangladesh
Rapporteurs :	Mr. Sanjit Roy	-	India
	Mrs. Maria Lourdes V. Macatangay	-	Philippines

Members

1. Mr. Nurul Islam Khan - Bangladesh
2. Mr. Yan Ahmmad Sarbar Sanitanian - Afghanistan
3. Mr. Sharada Prasad Dahal - Nepal
4. Mr. Margono Slamet - Indonesia
5. Mr. Manuel G. Moral - Philippines
6. Mr. Samedi Sumintaredja - Indonesia
7. Mr. Jalilul Alam - Bangladesh
8. Mr. D.S. Rawat - India
9. Mr. R. Hurley - ACEID, Unesco

GROUP III

Identification of the real Needs of Rural Communities and their Participation in Rural Development and Issues Problems and Strategies of Managing Education for Rural Development

Chair Persons : Mr. D.P. Nayar - India
Mr. W.P. Napitupulu - Indonesia

Rapporteur : Mr. M. Nurul Haque Miah - Bangladesh

Members

1. Mr. Harsha Narayan Dhaubhadel - Nepal
2. Mr. Shree Ram Lamichhane - Nepal
3. Mr. Andres Cristobal Cruz - Philippines
4. Mr. Segundo C. Serrano - Philippines
5. Mr. M. Hassan Aminy - Afghanistan

Annex

Editorial Board

Mr. Sanjit Roy	India
Mr. D.P. Nayar	India
Mrs. Maria Lourdes V. Macatangay	Philippines
Mr. A.H. Hemrajani	India
Mr. C.L. Sapra	India
Mr. Rodger Hurley	ACEID, Unesco

Workshop Documents

1. Asian Centre of Educational Innovation - Education for Rural Development : Relevant extracts from ACEID documents.
2. Report of Afghan National Workshop (ROEA-77/APEID/ALW-EMRD/2).
3. Report of Bangladesh National Workshop (ROEA-77/APEID/ALW-EMRD/3).
4. Report of Nepal National Workshop.
5. Report of Indian National Workshop (ROEA-77/APEID/ALW-EMRD/4).
6. Report of Philippine National Workshop.
7. Report of Indonesian National Workshop (ROEA-77/APEID/ALW-EMRD/5).
8. Rural Social Services Project - Case Study (ROEA-77/APEID/ALW-EMRD/6).
9. Bhadrabas Village Project - Case Study (ROEA-77/APEID/ALW-EMRD/7).
10. Identification, Development and Training of Change Agents in the context of Rural Development in Nepal (ROEA-77/APEID/ALW-EMRD/8).
11. Reference Materials - A Report Based on Findings of a Workshop Conducted by C.K. Karmancharya at Lahachok, Kashi,Nepal (ROEA-77/APEID/ALW-EMRD/9).
12. Resistance to Change by C.K. Karmacharya (ROEA-77/APEID/ALW-EMRD/10).
13. Problems and Strategies for Managing Education for Rural Development - The Case of India.
14. Non-Formal Education for Dropouts for Rural Development - (A Pilot Project in Bhumiadhar, U.P.). A Case Study.
15. Education for Rural Development: Indian National Seminar and National Conference: Background Papers Volumes I-IV.
16. Education for Rural Development by Dr. M.S. Swaminathan, Director General, Indian Council of Agricultural Research, New Delhi.
17. Application of Science and Technology for the Socio-economic Development of Under-developed Areas: Shri J.C. Srivastava, Council of Science and Industrial Research, New Delhi.
18. Educational Innovations in India - National Staff College for Educational Planners and Administrators, New Delhi.

19. Innovations in Education in India - Part I - An Inventory, National Council of Educational Research and Training, New Delhi.

20. Innovations in Education in India - A Report of the National Seminar: National Council of Educational Research and Training, New Delhi.

21. Non-Formal Education for Drop-out Children and Rural Development: National Council of Educational Research and Training, New Delhi.

22. Education for Rural Development through Science Education Materials for Adults - A short analytical case study of an on-going project in education for rural development in the Philippines.

23. Inter and Intra Departmental Co-ordination and Collaboration on Education for Rural Development - Background Paper by the Bangladesh Team.

24. Indonesian Country Report.

25. A Case Study on BUTSI Volunteer Service - Indonesia.

Education for Rural Development

by

M.S. Swaminathan
Director General
Indian Council of Agricultural Research

To what extent can education have an immediate as well as a long term effect on rural poverty? Can it generate employment? Can it accelerate agricultural advance? Can it lead to self-reliance in certain areas such as the care and repair of equipment and machinery? Can it stimulate desires to improve life-styles out of available resources? These questions logically arise when we try to relate education to socio-economic goals. The frequently voiced view that our educational programmes are not related to the needs of life outside the classroom stems from the inability of most university students to take to a career of self-employment. Also, the system has generally tended to increase the sense of rural inferiority resulting in what Gandhiji described as "the divorce between intellect and labour". The methods, examinations, linear progression and the other characteristics of the system have put emphasis on failute as much as on learning.

It is true that in many respects education is conservative in nature. It aims at the passing on of tradition, experience and learning from one generation to the next. It is equally true that education is the catalyst that stimulates the questioning and innovative spirit and promotes imaginative action. In this sense it triggers all progress, including economic progress.

There have over the years been moves towards systematic reform in the educational system. In the past, these have been largely concerned with the university level, though there has of late been a welcomed interest in the pre-primary, primary and secondary stages. Nevertheless, a criticism by some educationists that in spite of frequent thinkering, most reforms have tended to deal with peripheral rather than core educational issues may have a certain validity. The syllabus has been changed frequently but by the teacher has remained the same. At the Science Congress held at Waltair in 1976, a comment was even made that a student who goes to a village school often tends to be inferior in arithmetic to the one who is a "left out". Some extremists have hence suggested that we dismantle the whole structure and start again. Reforring to the role of violent shake ups in evolutionary processes, the late Prof. J.B.S. Haldane once said, "My watch is erratic. If I shake it violently, it is possible it may run. On the other hand, it is equally likely that it may stop altogether." In my discussion of educational problems and opportunities, I hence wish to restrict myself to the question of making our current educational assets pay worthwhile dividend in terms of enhanced agrarian and rural prosperity.

Education for rural development

Different countries have approached problems of education for rural development in different ways. Case studies from 17 countries compiled for the World Bank my Manzoor Ahmed and P.H. Coombs indicate that the greatest success by any criteria has been achieved where there is a clear and overpowering national ideology and strong leadership committed to this ideology. Also, success has been assured where education, formal or non-formal, has been developed as an ingredient in a package where economic initiatives are central. Two other points emerge:

a) Women as a group have been almost universally neglected, and so too the landless, since most of the agriculture-based education programmes benefit only those with ability to farm land;

b) The danger of internal stratification developing between formal and non-formal education is very great. This could further strengthen undesirable urban-rural, elite-masses and educated-illiterate dichotomies.

Our country has been a leader in many areas of educational thought and endeavour. What are our assets? We have (a) a huge and by and large well-organized infrastructure of formal education which can be re-oriented to new needs and objectives; (b) a large reserve of educated manpower, especially at the higher levels, though insufficient at the middle levels; and (c) well-developed mass media which can be geared to educational purposes. Our major liability is that the gospel of dirty hands has remained a slogan rather than reality in the educational system.

Issues relating to the education system in rural areas will have to be discussed separately for the following age-groups.

a) Children up to the age of 14;

b) Youth aged 15 to 25;

c) Men and Women above 25.

I would like to offer a few thoughts in relation to each of these age groups.

a) Children up to the age of 14

It has been well recognized that a good proportion of children up to the age of 14 in rural areas and those belonging to the families of migrant labour do not receive the desired benefits from the existing educational infrastructure. The lower the socio-economic status, the larger the proportion of such children. Either they are unable to attend school at all or they have dropped out after one or more years of attandance. Even if they continue in school up to class V, they do not seem to get from the school the skills and abilities which would be useful to them either in earning their livelihood in rural occupations or in their daily lives.

For bringing about meaningful changes in current programmes, a malady-remedy analysis in each socio-cultural group will be useful. For example, some of the major maladies for which remedies should be found, if the educational programme is to find acceptance and success are: (1) poverty necessitating the involvement of children in economic activity; (2) large families necessitating the assumption of some parental responsibilities by the elder children at a young age; (3) irrelevance of the curriculum; and (4) unsuitability of the teaching methods and school timings.

What are the remedies? "Earn while you learn" projects and a blend of formal and non-formal methods of education may enhance the attractiveness of the school for the children of those below the poverty line. The precise range of project work will vary but it may not be difficult in each village to identify appropriate projects based on agriculture, animal husbandry, fishery and rural industries. Although basic education stressed the value of useful labour, a major deficiency was the absence of links among production, processing and marketing. The work tended to be performed in isolation of market trends and consequently the student or his/her family did not see tangible benefits from learning through work experience.

Under the Integrated Rural Development Project a portfolio of tasks, which if performed well, will promote the scientific use of the resources of each area, is being compiled for each district. It will hence be relatively easy to pick up economically and technologically viable projects for learning by doing in the village school. The key input is marketing. Under such a system of education, about half the day can be spent on learning the basic skills of literacy and numeracy and the remaining time on technocracy.

As regards the curriculum, there is need for a scientific orientation with particular emphasis on environment and exploitation. How many school going children today are aware that at the heart of agriculture there is a simple truth, namely, that wherever green plants are grown, sunlight is tapped and converted into useful products? Had there been such realization, the interest in covering every piece of available land with green plants would have been great.

It is also necessary to consider where, when and by whom this kind of education will be imparted. Here again the answers will vary in accordance with the local situations. The place of education should be one which is most convenient to the recipients. So also the time for education should be one which is suited to the economic compulsion of the families of the students. For example, during the busy agricultural season, formal education could be in the evening, followed by more intensive coaching during the slack season. In contrast, it is the slack season which is now usually the vacation period. As regards the question as to who will impart such education we can rely upon the existing infrastructure which has large under-utilized or improperly utilized resources. We have a vast corps of teachers, many or most of whom are neither equipped nor motivated for those efforts. They can, however, be easily trained for this task and converted into an officient cadre. I shall revert to the question of cadre training a little later.

b) Age group 15-25

This age span represents a highly energetic and innovative period in the life of youth. Therefore, there must be adequate opportunities for both learning and innovation. This will be possible only when challenging tasks are available. We have now underway a large variety of programmes for this age group, some of which are listed below:

i) The recent introduction of compulsory work experience in schools, which has its roots in earlier aspirations expressed in basic education, has a great potential for making education more meaningful and relevant to life. For its proper handling, however, the active assistance of all scientific agencies in the country will be essential.

ii) The introduction of the 10+2+3 pattern has as its major objective the task of making secondary education terminal and reducing the rate of expansion of higher education.

iii) The Farmers' Functional Literacy Project and similar schemes in adult education and their success in the last decade have indicated the tremendous potential for need-based and functional adult education.

iv) The National Social Service for youth and the experimental mass programmes for youth, have potential for increasing the contact of students with the realities of our rural life.

v) The establishment of Nehru Yuvak Kendras to channelize the energies of rural youth.

vi) The Bhumidhar and other experiments in non-formal education carried out by the National Council of Educational Research and Training.

vii) The establishment of Krishi Vigyan Kendras by the ICAR for imparting the latest technical skills to practising farmers, fishermen, rural youth and women.

If relevant training is imparted we can generate cadres of soil, plant, water, animal and human health care workers in each village. A beginning has been made by the ICAR in training village youth in soil health care at 10 Agricultural Universities this year. The operational procedure of this programme is as follows: (1) suitable boys or girls who have studied up to matriculation and who have chosen to live in villages for either family or economic reasons are selected for the training programme; (2) after the choice of the trainees, the teacher incharge of the programmes conduct a critical study of the soil health problems of the village from which the trainee is drawn; (3) an integrated training programme on all aspects of soil health, including the biology, chemistry, physics and topography of soils is imparted for a period of three months at the Training laboratory; (4) the syllabus consists of two parts; half the time is spent in learning certain general principles of soil health care through lectures, demonstrations and practical work and the remaining period is spent in understanding and learning how to tackle the specific soilhealth problems of the village from which the boy or girl

comes from; and (5) twice yearly visits by the trainee to the parent laboratory and by the teacher to the village forms an unbilical cord which sustains the trainee until he/she is self-reliant.

These procedures can be suitably adapted to other areas of training. They depend for their success on: (1) the rural roots of the trainee; (2) the synthesis of the unique and the universal in relation to the content of the training programme; and (3) the establishment of an unbilical cord between the training centre and the trainee.

c) Men and women above 25

A fair proportion of this age group is not yet literate. Adult literacy courses supplemented by the following approaches may make a contribution to imparting relevant skills and thereby enhancing the earning capacity of the rural poor.

1. Krishi-cum-Udyog Vigyan Kendras

These are integrated training centres where the method of teaching is learning by doing. No diplomas or certificates are awarded. These Kendras are intended for assisting those already employed or self-employed in acquiring relevant skills. The following are the basic principles on which the Kendras are based.

The first principle is that the training should be need based and should be designed to help practising farmers and fishermen and in-service personnel to improve their skills in farming. In other words, the Kendras have to be developed as vehicles for carrying the latest advances in science and technology to the field through the provision of appropriate training. For this purpose, the Kendras should be linked to a first-rate scientific institution or agricultural university. The second principle relates to the choice of trainees. These trainees should have roots in the village and should go back to farming except in cases where inservice personnel have been deputed for the training. If trainees come to the Kendras in the hope that this will serve as a passport to employment, the Kendras may become yet another category of institution which swells the ranks of jobseekers. The third principle relates to the content of the training programme. Before deciding upon the courses to be taken up in the Kendra, the scientists in charge of the Kendra must conduct a survey of the agricultural and other rural assets and liabilities of the region which each Kendra is to serve. By carefully studying this agricultural balance sheet, areas can be identified where relevant training can help farmers to reap full benefit from modern technology. Therefore, a resource survey and inter-disciplinary analysis of the results of the survey are important. Transfer of technology from research institutions to the field and use of this technology as a base for the training programmes will be a gain in relevance and will reflect a proper sense of priorities. Another important need of successful training programmes is the blending of a unique component which relates to the specific problems faced by the trainee in his/her own village with certain universal principles in crop and animal production. It is only by marrying the unique with the universal in curriculum formulation that the entire needs of the trainees

can be met. This is particularly important since many trainees may be illiterate and will not be able to consult published literature after they leave the Kendras.

Fourthly, women as a group had been almost universally neglected in many of our earlier training programmes. Since it will be difficult for women to attend residential courses, they will have to be reached largely through mobile training teams. In other words, the Krishi Vigyan Kendra should not be a static institution but should serve as a focal point which radiates knowledge and relevant skills at least throughout the district where it is located.

Finally, each Kendra should develop continuing links with the trainees through visits and demonstrations until he or she becomes fully self-reliant. Links should also be developed with agencies concerned with input supply so that the trainees becomes conversant with the agencies which can provide him/her with the wherewithal to benefit from the knowledge gained.

2. Functional literacy course

The literacy courses for farmers designed by the Adult Education Departments in several States are serving a useful purpose. Success will be ensured if the course is based on the interests and needs of farmers and is designed in such a manner that it is closely related to the cycle of agricultural operations. Emphasis is now rightly being placed on both a recurrent training of the village level worker (VLW) and on a well planned schedule of visits by the VLW to farmers in the different villages under his charge. Such an integrated training and visit programme is now being widely adopted. Here again the training centre will have to play a crucial role and the Krishi-cum-Udyog Vigyan Kendra can be the principal training centre.

3. Use of mass media

To the extent that the mass media can succeed in transmitting the necessary information for successful farming and daily living, there will be no need to wait for formal literacy before developmental messages are spread. Radio and films can be used more intensively and also television in those areas where it is already or will soon become available. The technical programmes should be specific and geared to needs and frequently repeated. Therefore, the planned expansion and improvement of the mass media may make a major contribution to the diffusion and correct adoption of the new technology. Developmental journalism is now taking firm roots and in areas with a reasonable literacy level, the local language newspapers are already playing a significant role.

Cadre training institutions

The key element in achieving all that I have discussed so far would be the involvement, motivation, education and training of the required personnel, namely the teachers at the primary, secondary and University levels. Experience gained in various experiments in different

parts of the country has shown that the following four factors have to be combined for success.

i) Initial reorientation or refresher training to motivate, involve and acquaint with new conditions and methodology;

ii) Constant on the job monitoring and guidance;

iii) A regular feed back mechanism to improve and solve new problems as they arise; and

iv) A personnel policy which will attract and train dedicated and competent teachers.

Suitable training and resource centres where the various cadres referred to earlier can be built, will have to be established to undertake this task. This is what is now being attempted under the pilot integrated rural development projects being formulated for twenty districts in the country. In each of these districts there will be in a suitable village a Science and Technology Complex which will provide both in situ and mobile training programmes. The ICAR has already sanctioned the following Trainers' Training Centres for imparting training to teachers of Krishi Vigyan Kendras.

i) National Dairy Research Institute, Karnal, Haryana, for dairying.

ii) Central Inland Fisheries Research Institute, Fresh Water Aquaculture Centre, Dhauli, Orissa, for inland fisheries.

iii) All-India Coordinated Research Project in Dryland Agriculture, Hyatnagar, Hyderabad, for dry land farming.

iv) Indian Institute of Horticultural Research, Chetthalli, Coorg, for horticulture.

v) Kasturba Gandhi National Memorial Trust, Indore, for training women teachers of Krishi Vigyan Kendras.

vi) Central Institute of Agricultural Engineering, Bhopal, for agricultural engineering.

vii) ICAR Agricultural Research Complex, North Eastern Himalayas, Nagaland, for women teachers of Krishi Vigyan Kendras for women.

Thus, two of the centres will cater specifically to the needs of women teachers. These Trainers' Training Centres will maintain continuous links with the teachers manning the Krishi Vigyan Kendras.

Gaps and constraints analysis

For structuring the training courses on relevant lines and for enabling the trainee to improve the productivity of his farm/work it will be useful for the Cadre Training institutions to undertake an analysis of gaps and constraints on the lines indicated below

Gap I: The gap between the yield possible on theoretical considerations and the best yields so far achieved can be referred to as Gap I. This is a research gap which can be filled only through intensive inter-disciplinary research effort, using all tools science can offer.

Gap II: The gap between the best yield obtained in a research farm and by a good farmer can be referred to as Gap II. This gap can be filled only by identifying the factors which render the reproduction of research results in farmers' fields difficult. Management factors such as soil fertility, water and pest management will need attention. Thus, Gap II is a Research-cum-Management Gap and will have to be studied jointly by research and extension workers.

Gap III: The gap between the best average yield realized by a farmer in a State and the State average can be referred to as Gap III. This is the gap which can be filled immediately provided there is a concerted effort by developmental, extension and research agencies. For understanding the reasons for Gap III and for developing strategies for overcoming the gap in different areas we need a critical analysis of the constraints causing the gap. This will help to bridge Gap III, which can be referred to as an Extension Cum Resources Gap. This gap can also be measured by the ratio between record and average yields in farmers' fields.

Agricultural production increases only when packages of technology, services and public policies are mutually reinforcing and are in harmony with each other. To this extent, the production team has to function like members of a symphony orchestra. The best agricultural symphony will be one where the ratio record/average is the least.

Constraints analysis: An analysis of the constraints responsible for the gap between the yield obtained by a good farmer and the average yield of an area will involve comparative studies by a team consisting of economists, extension and social scientists, statisticians, agronomists and plant-protection experts. The constraints can be broadly grouped as follows:

1. Bio-physical and technological constraints

   Examples:

   a) Gaps in technology;
   b) Improper tillage and agronomic practices;
   c) Soil health problems;
   d) Improper water management;
   e) Inadequate plant protection; and
   f) Poor post-harvest technology.

2. Socio-economic constraints

   Examples:

   a) Lack of credit;
   b) Deficiencies in input supply;

c) Uncertain markets and unremunerative prices;

d) Lack of necessary institutional infrastructure; and

e) Socio-cultural problems.

If the precise constraints operating in each area can be identified, the extension gap can be bridged to the extent resources, particularly the capacity to mobilize and use inputs, will permit.

Winds of change in our educational system and the need for "Teacher-Centred" personnel policies

There is ample evidence to suggest that our system is not inherently incapable of the innovativeness, experimentation and adaptability needed to meet changing educational needs, opportunities and techniques. The introduction of the 10+2+3 system with course-curriculum changes which stress both vocationalization and selectivity in the choice of students for higher education is a recent example. There are also many non-official organizations doing excellent work in imparting relevant education. The task of making secondary education terminal did not succeed in the past due to a mismatch between educational aims and employment policies. Any national policy on wages and salaries will have to ensure that the academic and vocational streams do not become mutually antagonistic. The revised UGC pay scales were intended to do away with the disproportionate weightage given in the past to the administrative as compared to the academic profession in salaries and status. This concept should be extended to every area of relevance to our economic and social progress.

I have in this paper pleaded for as much attention to the teacher as to the syllabus. I have stressed the need for cadres of teachers of several kinds, both employed by official and non-official agencies and self-employed. The very term "cadre" indicates that there must be avenues for lateral and vertical mobility and for professional and monetary advancement. Avenues of advancement for the self-employed will naturally depend upon individual initiative and enterprise. There is, however, need for making inbuilt provision for professional advancement and recognition in the cadres employed by government, cooperatives or other organizations. If we are to promote mobility within the "Nursery-primary-secondary-university educational chain", the present "post-centred system" of career advancement will have to be replaced by a "teacher-centred system". In other words, the teacher who is spearheading a technocracy drive in a village should be able to get the same salary as a college Principal, if he or she has been found through an appropriate assessment procedure to be worthy of it. Teachers can then concentrate on the job to be done without either complexes or worried about future prospects.

How can we achieve harmony: symbiosis (i.e. mutually beneficial interaction) and synergy (i.e. the generation of multiplier efforts) in man-made instruments of progress? In the context of the educational system I have been discussing so far, how can we blend formal with the non-formal, academic with the vocational, and university with the school, so as to result in symbiosis and synergy, the two principles which nature

has so beautifully employed in evolution? There are no simple answers - at least I have none. I can only say "Let us learn from DNA, the chemical substance of heredity". DNA provides for specificity of action, for coordinated functioning, for mutation or change, for recombination resulting in practically unlimited variability and above all, for replication. Even if we are unable to provide for all these attributes in our educational system, an awareness of the danger of dichotomies resulting in negative rather than the synergistic effects we desire, should itself be a positive force and guide us to right decisions.